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Select Committee on the
Municipal act and related
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LEGISLATIVE ASSEMBLY OF ONTARIO
THE FORTY-EIGHTH MEETING OF THE
SELECT COMMITTEE ON THE MUNICIPAL ACT
AND RELATED ACTS

Committee Room No. 4
Parliament Buildings
Queen's Park
Toronto, Ontario

THURSDAY,
MAY 23rd, 1963

MORNING SESSION

HOLLIS E. BECKETT, Q.C.

CHAIRMAN

MRS H.G. ROWAN, C.A.

Secretary

J.A. TAYLOR

Solicitor

MEMBERS:

Rene Brunelle
Alfred Cowling
Arthur Evans
George T. Gordon
Ron K. McNeil
Donald H. Morrow
Vernon M. Singer
Thomas D. Thomas

APPEARANCE:

Dr Stewart Fyfe - Queen's University

PRESENTATION:

DISCUSSION - FILM



DR. STEWART FYFE

HOLLIS E. BECKETT, CHAIRMAN

MR BECKETT: Gentlemen, we're honoured this morning by having Dr Fyfe with us from Queen's University. At present he lectures in the Dept of Political and Economic Science. As a member of the Institute of Local Government, he's had practical experience in local government, administration and town planning as Deputy City Clerk and Secretary of the Planning Board of the City of Kingston. He was leader of the Municipal Government Study Tour to England last September; he has degrees in Economics and Political Science, Queen's University and Ph D, University of Manchester in Government. So with those few words, I am only saying that he comes to us highly qualified to speak on Local Government. Now without further ado, Dr Fyfe, you may proceed.

DR FYFE: Well, Gentlemen, I am honoured to be here at your request. I have given you all a little piece of the literature which went to the people who were going on this trip which took place a year ago. I'll try to give you some idea of what was happening and what they did. About a year and a half ago, the Ontario Municipal Association came to the University and asked if it would arrange a study tour to Europe, Britain and Europe, to look at local government administration there, the tour to be run as a course, and the participants to be people who were either active in municipal affairs or civil servants who were concerned with local government matters. The university agreed to do this, provided it had full control over all aspects of the course, and I was appointed to be organizer. Last September, we took 89 of a total group who went to Europe; they spent a week in London looking at the Ministry of Housing in local government, the London County Council, some of the London Boroughs which would be comparable to the municipalities inside Metropolitan Toronto. They went and looked at some of the new towns; they then went outside of London in small groups for four or five days to look at particular municipalities and they stayed in one place. They then came back and split into two parties, one half went to Holland for five days and Denmark for

MAX THAYER AND

CHARLES E. REED

AND RICHARD M. STONE

AND ROBERT T. TIDWELL

AND ROBERT W. YOUNG

three days...sorry Holland for four days and Denmark for five days; the other half went to Germany for four days and Sweden for five days, then came back to London for a few days and then back to Canada. Now the group was a cross section of local government people in Ontario; they ranged from Metropolitan Toronto, where we had some people from Metro itself, the Chief Accountant, the Chief Parks man, people from the Metro Council, the Reeve of Scarborough, Marie Curtis, True Davidson from East York, right down to relatively small townships. There were county people; there were village people; there were towns, cities; there were officials, council members; there were Clerks, Treasurers, Town Planners, housing people, a few recreation and parks people; there were three provincial civil servants; there were two people from Central Mortgage.

MR SINGER: Who were the civil servants?

DR FYFE: Mr Dalby, who is the Chief Horticulturist for the Niagara Parks Commission in charge of their Parks School-Horticultural School and two from the Community Planning Branch, Mr Scott of the Housing Branch had intended to go- at the last minute he wasn't able, but it turned out just as well-he died two days later- two people from the administration side of Municipal Affairs were to have gone, had to pull out-and that was all.

MR SINGER: The two from the Community Planning-were they junior people?

DR FYFE: No, fairly senior. Mr Gohn, who is the Administrative Officer in the Planning Branch, I believe and Mr Pearson, who is the Chief of Field Services. The reason why we were asked to do this trip, the municipal people have become increasingly aware that local government is getting more and more complicated, and the problems were increasing, partly because, as a welfare country, people are demanding more and more services, and demanding better value for their taxes; partly, because the country is becoming more industrial and a higher portion of the population living in cities and towns, government is getting more complicated because 1000 people in a town require a much greater variety of services and it is much more difficult to provide services for them than for 1000 people living in a rural area-

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just a change in the nature of the province. They saw these problems were coming- saw that local government was changing, now how could they best equip themselves to meet these new problems? There are arrangements...local people do talk with each other-they have their organizations and so on; certainly to a certain extent, you can look at the American practice and experience. But generally, they found in many ways, at the local government level, and also at the provincial government level, we have very little to learn from the Americans; if anything, they tend to be behind us. This is a generalization, I know, but this, I think, is the general experience. In any case, it is fairly easy to go and look at the United States, and people do this, but they thought it would be worth while to go and look at what goes on in Britain in particular, because they havemet these problems, the problems of a highly industrialized society, the high densities of population, much earlier than we've had to do, and they had to make the mistakes, and had to adjust to them. The same is also true of the continent. Also the standard of local government in Britain is, I think, generally acknowledged to be the highest in the world.

MR BECKETT: Just there, Dr Fyfe-I took a trip to Albany over the weekend-the Committee wants to go to New York, and they have just passed a new Municipal Act, an Act to provide a municipal Home Rule Law. constituted in Chapter so and so of their consolidated laws-it's very interesting and as you say, so different from ours.

DR FYFE: Their legal staff tends to be rather different from ours, and our local government system tends to be very comparable to the British-we largely borrowed their institutions- and the same general practices. So we got this group of 89 people together who were a good cross section of the more senior local government people in the province, and we said for the 3½ weeks, if we had locked them up in a room together, they would have learned a very great deal; but by taking them to a new country, new environment, they would probably learn more about Canada over in Britain, than they would if we had stayed here for 3½ weeks. Because you see the old thing being done in a different way, and you start to wonder just why do I do what

ever it is I'm doing at home; or you see people doing something in a different way and why dont we do that at home? We werent there really long enough to get to know all the ins and outs that goes on; and obviously just because something works there, doesnt mean it would work here, because the circumstances are often quite different. But there was enormous stimulus to everybody on the trip, and everybody came back, I think, with a healthy sense of dissatisfaction with what they were doing at home-they could do a great deal better.

MR SINGER: Did they come back with ideas of internal change or ideas in change of the format?

DR FYFE: Well to go back and pick up another thread here; this was really run in this particular way because there are some things you cant get out of books; either the books havent been written, or it's the sort of subject that you cant write a book; and particularly when you get up to the senior levels, this is true. What we tried to do, was not run this as a course for technical people, or to even give them any real insight as to how local government works there because you cannot in $3\frac{1}{2}$ weeks, particularly when you're moving around, really get to the bottom of any part of government, to find out how it works. Everybody there learned something about their particular field. I mean the accountants learned something about machine accounting, and saw a different way of doing it; and the parks people saw a different way of running parks; and the housing people saw a different way of building housing and so on. The clerks saw another way of running Council Meetings-everybody learned something about their own job; they learned enough out of that to justify the trip, I think. But in addition to that, they got a much broader view of local government, and of some of the related things. The treasurers learned something about parks, and this came rather as a shock to the parks people. They realized that sooner or later that Mr Thompson, in the Metropolitan Parks is going to be dealing w' th Scarborough on Parks business, and somebody in Scarborough, if he has a broader idea of what parks are about, this is all to the good. It was really trying to broaden their outlook, and give them the sort of things you just cant get out



of books. The profit, it's impossible, I think, to put a real...to really say: This is what I learned on that, because this is the sort of thing that really takes about three years to work its way through. Everybody, I think, learned a great deal, but you can't put your finger on it and say: This is what I learned exactly-at least not the most profitable parts of it.

MR SINGER: What goes through my mind is the knowledge on the broad level that might have been absorbed, will be by and large lost, because the people who are on this trip are local administrators and local councillors.

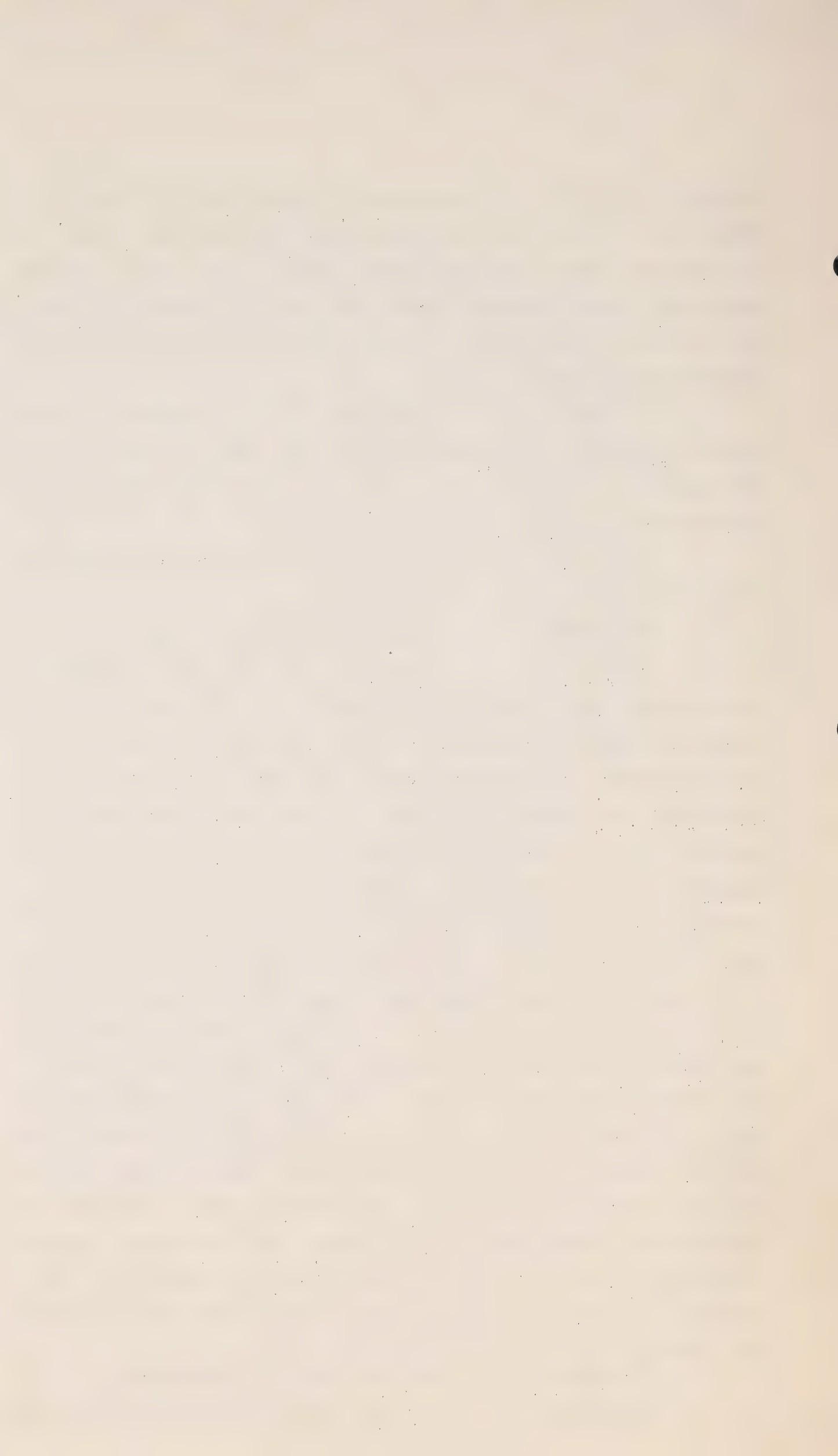
DR FYFE: Well they came back better equipped to do their own job.

MR SINGER: Yes, to that extent I agree.

DR FYFE: And there is a much more willingness to question the existing way of doing things; and I think this is the first step towards improvement, to start questioning the way you're doing something. For example, some of the county people went to Hampshire which is a rural county, and one of the things they showed them there was the County Agriculture School; the counties run the school comparable to say, Kemptville, as part of their secondary education system; it's not as big as that, but it is part of it. And this is true of a lot of counties. And some of our rural people say: Why is it they can run a county agriculture school there when we don't do it here? Or we went to Denmark, and we took in a relatively small town there about 5,000 population-they had built a new school. And we were amazed at the standard of it. Admittedly we were being shown one of the model schools-a real show piece-but this was a small town. The Danish law says that an elementary school shall not have any more than 27 children in a schoolroom; they thought in this town that was too many-they thought 24 was quite enough. Their law says a gymnasium is compulsory in a school, if you get a government grant; they don't regard it as a frill. This is the sort of thing that started people questioning.

MR BECKETT: Dr Fyfe, who runs the schools?

DR FYFE: It's run locally by the council; another



thing in Britain, they have practically no Boards and Commissions. And this was one of the things that impressed people most, I think, was the quality of the officials. I dont think individually they're any more intelligent than ours, but they have had a chance to improve themselves, and to develop a real philosophy of local government administration that doesnt exist in this country.

MR SINGER: I'm not suggesting the people who went didnt benefit, but would it not have been of greater value if a group from the Legislature went; because if there are going to be any changes in our municipal set-up, they've got to emanate not on the local level, but they have to emanate from the provincial level.

DR FYFE: Well I think you couldnt mix the two on this particular scheme; this is municipal administration. Now if you want to get into municipal structure or some of those other things, you'd have to run it in a different way. Now the request happened to come from the Ontario Municipal Association. Certainly what is happening in any place now where municipal people get together in their organizations, there's usually two or three or four or even more people who were on that trip, and they often are the ones who really are the moving spirits in these things. I gather that York County have had discussions about county planning organization and county welfare organization; there was a strong contingent from York County. I'm told in the County Council before the trip, they were arguing, well should they or should they not do these things. When they came back, they were arguing, well how should we do it? I think it shook a lot of people out of their ruts.

MR BECKETT: Were there more administrative people on the trip than elected representatives?

DR FYFE: Yes, partly because of the greater continuity; the elected people do tend to come and go; so we tried to put the emphasis on the appointed officials rather than the elected representatives, because you know that the appointed people are going to be around for some time. And we tried to get a cross section of the problems right from North Gore right west to Windsor and up to Timmins; and we took a lot of trouble to see that we did have a cross section

in each of the groups-it was a mix-so they learned from each other as well as from what they saw over there; and they had a chance to talk over with other people their reactions. This is just like the Civil Service runs staff courses down at Guelph-this was a staff course for municipal people, but it happened to be a travelling one. One of the great difficulties of local government-you may know your own municipality, but it's a relatively small unit, and how much can you compare this with others; and the difficulty of fragmentation. So this was once chance to get together and see...I think they found out that they could talk the same language about the council and how councils worked, and local government problems and so on in Britain, or in Sweden, or in Denmark as they could in Ontario. And local government tends to be much the same all over the world.

MR MORROW: Dr Fyfe, could they detect a thread of similarity among the European nations themselves in their municipal practices? Or would Sweden, for example, be completely different from Denmark?

DR FYFE: There are a lot of differences. We went into North Europe; we didn't get into Southern Europe at all, because of the language problem, partly because we thought they had more to learn there. I think North Europe tends to be comparable, but they are quite different from what we have here so we didn't really go in and look at their government-how they administered. We sort of more looked at what they did, the sort of houses they put up, their planning....

MR SINGER: Dr Fyfe, you're talking about what they did, how they built houses and how they planned and so on; to get right down to what I regard as a problem is what are the legal requirements, and the administrative set-up...what is the administrative set up as prescribed by our statutes? Some people think it would be a good thing to have county planning on a compulsory basis, and it may well be that the Clerk of North Gore decided this was a good idea, but what possible influence is he going to have in changing the picture of planning?

DR FYFE: Well I'm told a particular person- it happened to be the Reeve of North Gore- has a delegation to see the



Minister or the Deputy Minister both before and after the trip on this particular point-county planning.

MR SINGER: I just picked this out of the air.

DR FYFE: No, but this is just hearsay, but the Deputy Minister said: But you've changed your mind on this; why are you now in favour of counties getting involved in planning? And he said: Well I was on this trip and I had my eyes opened.

MR SINGER: I dont deprecate this at all; my concern is that the education process, I think, has got to be done on this level, because the people who are in the Legislature are the ones who are going to do the changing.

MR MORROW: But you've got to have the counties to go along with this too....

MR SINGER: Yes, you've got to do both; you've got to have the people outside receptive to the change and inside prepared to make the changes.

MR BECKETT: That is very interesting to me- no Boards or Commissions in England; what did you find on the continent- do they have Boards and Commissions? The same as we have?

DR FYFE: Well the Swedish system of government is so different-I think generally not. I dont like to get into this because it is so completely different...if you're going to get into this, I think you'd have to get right down and get the whole story- there's no point in just picking one part, because then you take it right out of context. If you're interested, I thought it might lead on into further discussion if I showed some of the pictures that were taken on the trip that showed some of the things we saw.

MR BECKETT: It would be very interesting.

DR FYFE: Now one thing, some of our people who went over twice, some of them came back almost brain washed. This is silly. They think that everything that works there must be good here. (shows pictures) Now this is in a housing development in London, those are old people's apartments in the foreground. They took five large estates-126 acres- and turned them into a housing development-pulled down the old houses. There are 7500 people on 126 acres. Now this

is at Richmond about 7 miles from the centre of London, 7,500 people on this development and look at that amount of open space in the middle. They jam them together in some areas, but they compensated for this by consolidating the open space, and when you had an open space, you really have something you could use. They very carefully kept the trees-they fitted the buildings into the landscape and they got a variety of types of buildings. This apparently by the architects is considered one of the finest housing developments in the world.

MR BECKETT: And the tendency is to go up-not out.

DR FYFE: Well you'll notice in there they have some lows and some high and some medium, but the largest part of these are apartments of various sorts.

MR SINGER: What is the ratio of coverage? 5% -6%?

DR FYFE: I dont know-I could get it for you; it is not as high a density as Regent Park.

MR TAYLOR: 7500 people and 126 acres; that would be about 60 units to the acre.

MR COWLING: How do they qualify for accommodation, Doctor, is it on the basis of need or can anybody go there?

DR FYFE: Well this happens to be public housing largely.

MR COWLING: It isnt just for old folks?

DR FYFE: No, this part of it isnt; the old folks are integrated into this. The old folks part is part of the development. This is public housing and the individual units are probably smaller than we would tolerate in this country, and are a lower standard. These were built by the London County Council as public housing, but the interesting thing is the way they've laid it out.

MR SINGER: How close in that one are the nearest existing residences?

DR FYFE: Oh I would say 200 ft-just right behind where this picture is taken. Now looking between these two large apartment blocks-actually there is a balcony on every second storey-these are what they call maisonettes-a sort of two-storey apartment arrangement, and you can see one of the old houses there in the dist-

ance, and the old peoples' houses are just down at the bottom there. Now this is in Pimlico in London, where they've had very bad bombing--this was built just at the end of the war. You see where they're trying to salvage some of the old housing and building some new housing in among it. I think this too is built by London County Council. One of the interesting things was they tried to make each of these developments to some extent self sustaining. Now this one you have the pub on the corner as part of the development, and there's a row of shops on the bottom of that apartment block on the left; there's a playground behind the pub. Here you can see that they don't do sort of all high and all low; they try to get a variety, so this is not too dull; also each of these apartments has its own little bit of garden, the ones on the right-right out in front, and this faces on the Thames. Now here is a slum clearance project in South London you can't see the slums they are replacing very well. And here is another development where they have put high buildings and low buildings; the site development is the interesting thing. The municipality has taken a lot of care in laying out the development, because it is going to be there for a long time; it is a very high standard of architecture.

MR GORDON: What are the heating arrangements there?

DR FYFE: I think that's central heating.

MR BECKETT: What is the type of construction?

DR FYFE: That's re-enforced concrete.; they use a lot of pre-cast concrete and re-enforced concrete and pre-stressed concrete. There is a high standard of architecture on these--this really impressed us in London. Some of the people of North York thought they had some fine apartments, but they got to look at this stuff, and they got rather a shock from the standard of architecture of the buildings and the layouts; instead of everybody trying to have the same sort of building or trying to put in a swimming pool, these are well mixed up; they've got low buildings mixed in with the high buildings, and a large piece of grass there, so they have some real open space, and this is higher density than the one in Richmond--this

is I think over 200 to the acre. Now this is different again; this is Coventry where the centre of the city was bombed, and they had to rebuild the whole of the downtown area. That is the spire, which is all that is left of the old Coventry Cathedral. Now the new one opens up off that and the old Cathedral has been kept as a war memorial, and there is going to be a sort of a walkway right through from the shopping centre right through to the whole cathedrals-you can see how it's lined up there. And this is what they call a pedestrian precinct now which we find out in the new shopping centres; but they built one right down town-pedestrians only in that area- and the shops two-storey- shops upstairs and shops downstairs; offices up above and a hotel up above. They laid it out at first so it could be used for cars or pedestrians, but it was so successful that the merchants all decided that it should be pedestrians only. Cars go around the outside on a controlled access road; there's parking in behind these buildings, so none of the frontage is taken up with parking lots; you get out of your car, walk through the stores and this is what you see on the inside. There's over 100 acres in this particular downtown development; and nobody lives in any part of this. I think there are some fair residential areas quite close in, but not in this. Now the next picture is an old peoples' home. They decided not to build any more large old peoples' homes; this unit has between 40-50 people and a lot of them are pretty close to being bed cases in this building. This was a old house that they build a new wing on; you can see how they fitted this in. They decided the large old peoples' home was not a good thing for the old people; it was too impersonal.
(laughter 50-60 chimneys in house) This is in Winchester.

MR BRUNELLE: What size of building do they think best?

DR FYFE: Well they've come down to 40-50 is what they like; and this is what we hit on the continent too; they've gotten away from the big old peoples' homes.

MR BRUNELLE: This year, the Dept of Public Welfare ...I forgot the number for building purposes- it is around 100, I believe.

DR FYFE: Well, in a few cases, some old people

like to be in large homes; in the continent we found this-I think it was in Copenhagen there was a development with 3,000 old people; they had their own hospital and their own chapel and everything. But they found this wasnt good for the old people on the whole. It took them too far away from their own homes and it was too impersonal and too institutional. Now in the next you'll see some of the apartments-a semi apartment development for old people-this is row housing. Each of them has their own little house in this row-I think there are 28 units in this, and in the centre of this sort of U-shaped block right in the middle of a housing development, they have what they call the warden's house. This is where a couple live in there; he works out, but she lives there, and all she's responsible for is keeping an eye on these people. She's got a set of emergency bells and sees that the doctor gets in to see them regularly, that they dont get sick. She isnt responsible for looking after them, but just for keeping an eye on the place and on them. And they have these scattered around throughout the town. Now this picture is in Denmark-a school room- a kindergarten room-for very young kids anyway. And you can see the play space right outside it. They have done a great deal on economical construction. You notice the lights are hanging by the cord itself; there are a number of lights running off the fixture-see that round sort of plaque on the wall behind that fixture in the middle. They have a number of these lights that plug into that fixture, and a heavy duty cord runs to a sort of knuckle in the ceiling, which hooks on to the ceiling and the light hangs down from that. So all the wiring is below ceiling level. They have 24 pupils in this classroom which is about two-thirds the size of this room. And they run a 6-day school, or $5\frac{1}{2}$ days-they certainly go to school on Saturday. A very high proportion of mothers work in Scandinavia, so they have places for children to go after school, where they have supervised play or do homework or handicrafts.

MR BECKETT: Would the $5\frac{1}{2}$ day week reduce the term?

DR FYFE: I dont think so. We didnt get into this at all really.

MR MORROW: Wouldnt 24 pupils to a class be pretty

expensive education?

DR FYFE: I didnt go into that at all. Now the next are traffic signs. They dont use words on the traffic signs; they use pictures. We found this all very interesting. Instead of having a STOP sign or WALK or DONT WALK, they had a picture of somebody that walked or didnt walk, and we found this is a very effective way of...you pick this up much quicker than you would a sign. Now this is universal throughout Europe. Now this is a Danish apartment there and you notice the little playground is part of the development. That's a sand box with a 2 ft concrete skirt around it to keep the kids in and the sand in too.

MR COWLING: Have they pretty good arrangements in case of fire? The many families with small youngsters, they'd have to be very watchful of fire in a set up like that.

DR FYFE: In Scandinavia, they mostly have district heating, and that is one heating plant might serve three or four blocks or in a downtown area, it might serve a square mile-half a sq mile I mean, with steam pipes running under the streets. We found this all over Europe.

MR COWLING: No, I meant fire that children might start with matches, and with the apartments so high, at the top, it would be difficult to get at, wouldnt it? Do they have adequate fire service? And fire escapes?

DR FYFE: Their fire depts seem to be very good but I didnt see much in the line of fire escapes. Now this next is an old people's village actually, and the lower building is their sort of community building for recreation and birthday parties and such. I think these are largely 2 room and 2¹ room apartments. And these are owned by the town, and this is quite a new one. Now this picture shows a playground in Copenhagen. In Denmark, we never saw a piece of pipe or a piece of chain in any of the parks or playgrounds. They place great emphasis on using their playgrounds to emphasize their Danish culture. That large boat is a sand box; they play ship on that; they can run up and down and have a whale of a time; they also have a smaller boat higher up and they can play

Vikings or fisherman or sailors. Instead of jungle gyms, they haul in some old trees, take the bark and the smaller branches off, and that's for the kids to play on. And it's all very much a part of maintaining Danish culture. This is next to a very large sports development where they had 4 swimming pools that could handle 10,000 swimmers at a time. The own built the sports development and turned it over to an amateur sports association to operate. Here is another, a smaller playground-you can see the sort of Viking ship on the left-one of these sand barges on the right. Notice the large barrel or hogshead. The breweries apparently give the town these large barrels and they put a door on them and use them to store the parks equipment in them. And the fence is sort of to stop the kids from running out on to the road. (quips re temperance people) The fence is designed not just to be a fence itself, but also to teach them to be active and something to climb on. They can play on that fence.

This next is a street in downtown Amsterdam that is too narrow for traffic so they stop all cars on it during the day; it's one of the main shopping streets. This is like the Mall they're trying to do in Ottawa. It's enormously successful; you can sort of windowshop on both sides of the street at one time. This must have gone for $\frac{1}{2}$ a mile or maybe a mile-it's one of the very old streets. Now this is a little shopping centre right in the middle of a housing development of apartment blocks running through from one street to the other; you see kids on their scooters and some park benches and half a dozen stores. But they said as part of the housing development, you should have the stores put right into it; of course this is a country where nearly everybody uses bicycles-high density-and having the stores convenient is very important. This is looking down -there is a great scarcity of land, so they have to be very careful of land use; these are all walk ups-up to five stories in Holland you walk, unless it's a very expensive apartment. And that's why they're nearly all the same height.

MR TAYLOR:

I havent noticed any utility wires.

DR FYFE:

All wiring is underground-usually underneath the sidewalk, and they have these pre-cast concrete slab side-

walks you can lift up sitting on the sand.

MR TAYLOR: Is this just in their new developments?

DR FYFE: All over, right downtown-everywhere.

There's not even a fire plug in sight.

MR MORROW: There's a tendency to use a lot of glass over there too, isn't there like here?

DR FYFE: Well I guess it's a sort of style of architecture. They use their balconies there to give them a bit of colour. You're a little tired of all these square lines after a while and you wish somebody would put a curve in somewhere. This was taken from our hotel in Amsterdam and that's one of their main expressways. Notice the underpass there, how it's been very carefully designed-fitted right into the landscape and sort of a field-stone surface put on it. The principle they use in Holland when they build a main road going into a town, is not to run it through the residential area, but to sort of have a buffer on each side; in this case they planted some trees to cut down the noise on the banks of this road, and then outside of that they have playgrounds, sports fields on one side and what they call allotment gardens on the other side. These are small gardens plots for people who live in apartments and haven't got a garden, or who want a bit extra where they can grow some vegetables or flowers, and this is very very important, particularly for apartment dwellers; you find these all over Europe-the municipality usually owns them, and you rent maybe 100'sq plot-something of this sort and you do your own gardening on them. This is Rotterdam and this development is only three years old; it's very flat country and they went to a great deal of trouble to bring in trees, and were also very careful in siting the buildings so you get some variety even though nearly all of them are these four storey height. Here's one of the few high apartment blocks we've seen-it's quite an experiment to put an elevator in an apartment block for ordinary people; that's a church on the right, a shopping centre at the end of the street. They are very careful in laying out the developments that all of these facilities be planned right from the start. There's a lot of thought put into it, and this really im-

pressed our people, the amount that went into it before a sod was turned. This is an old people's development in Holland for people who can look after themselves. The front gardens are maintained by the town-those are rose bushes, and I think you pay 25¢ a foot a month and they look after your front lawn for you. It's not much of a front lawn as you can see, but this gives some uniformity here in this very compact development. Then each of these has another garden at the back where they can putter around. Then there is this pathway and then the playground, sportsfield for the kids to play pickup games and a little bit of soccer and what not, all fitted right into the development, and houses on three sides of it. Here is another development in a small town. They made all the buildings the same but they changed the texture on the bricks of the main walls -changed the pattern of the bricks, to make the signs of the zodiac, fishes and all sorts of things to give it a little bit of variety to cut down the monotony of a large suburban development. This is fairly highclass housing by Dutch standards. The town had an acre in the middle of a block they didnt know what to do with. They sold it to a developer on the condition that the whole thing be landscaped as of one unit, so you could get a much higher density by greater care in siting buildings in the landscaping. They got nine houses on an acre, and the idea went over so well that the people who bought the houses retained the firm who did the original landscaping to maintain them. So you have the whole nine houses maintained by the one outfit. These are probably doctors, lawyers who live here. This is Sweden, Stockholm and this is a view from the centre of the city from the top of the town hall looking over the railway station. I want you to notice those five slab office blocks in the distance. Sweden was rather like Halifax, a lot of water, a lot of rock, bridges all over the place and they wanted to build a new road from east to west and another one from north to south. At the same time they were putting in a new subway system- about 25 miles- and they decided while they were doing this...it was going to have an enormous effect on the downtown area, so they integrated into this a new centre for

the city. This is just where the two main roads are going to cross; underneath the two main subways cross; on top of this they built a new shopping area, and on top of the shopping area, they built these five new office blocks; underneath the shopping area, there's a three storey garage which doubles as an air raid shelter-right into the rock.

MR TAYLOR: . . . Is this a private development?

DR FYFE: Oh this is all mixed up. I think the town designed and financed some of it. But there is cooperation between private interests and the municipality. Stockholm rather like Saskatoon, got into the habit of buying vacant land on the outside of the town-a long time ago they apparently got hold of this land, and they made a principle of buying up all the land within the city limits that was undeveloped or substantially all of it to control development. So they have a very highly developed and very efficient real estate department; and they're right up to their necks in this. It is a matter of working with private interests on this thing.

MR BECKETT: Does the town operate the subway system?

DR FYFE: In Stockholm? Yes, I think so. Now in this slide, this is the shopping area and that is the opera house at the end of the street with the big public market and with stalls and all; you walk through this two storey development-two storeys of shops. On top of that, there are roof gardens and restaurants; there are supervised playgrounds for the children, beer gardens, and then on top of that again, you have these office blocks going up and you have bridges going from one side to the other side for people. This is about three blocks long. We were very much impressed with how they integrated the subway, the roads, the air raid shelter, the parking, the shopping, and the offices - all tied into one. This is a suburban development ten miles from the centre of Stockholm- a new housing development, centred on the subway. They built the subway in Stockholm outside in towards the middle, and they only joined the two ends together, I think about two years ago. The subway station is in that building in the middle; you have around that a large shopping centre which serves about 40,000 people; and then around the outside of that

again, you have housing. That wooden building , the upstairs is a nightclub; there are stores downstairs. You have a fountain and they have worked up the pavement so it is not just black asphalt, but has a bit of pattern there and fountains and the street lamps are supposed to look like a light tree. And here again you can shop sort of both sides of the street at the one time. You have complete separation of cars and people-peDESTRIANS and bicycles go under the road here and cars go over top. Now this is the housing development on this nice granite hillside, and they've designed the buildings there so you can get the open space going in between the buildings. Here's another bit of a housing development; you see that large window-that apparently was designed as an artist studio. They deliberately said a certain part- a fraction of the development will be laid aside for old people; a part will be laid aside for cripples; a part for artists, craftsmen-I think there was a weaver in that particular one. In this way you get some variety in the community. One of the things that impressed us most was the hospitality we received. The best thing you could be in Europe was to be a Canadian. The Copenhagen Harbour Commission put this tug at our disposal for the afternoon; you can see the Canadian flag. The Lord Mayor of Copenhagen gave us a civic reception, dinner, a tour of their very beautiful town hall. Everywhere we got we were just overwhelmed with hospitality, and just the top people, the mayor in answering questions and taking us around; this is the sort of treatment we got all the way. Now that's the end of the slides.

MR MORROW: How was communication, pretty good?

DR FYFE: No trouble; they all speak English.

The only trouble I had-any trouble at all was in Germany. Well the sort of profits of the trip, I think one of the things we learned was that society was changing very very quickly, and while there were a lot of things over there they could learn from us, there were certainly a lot of things we could learn from them. That we were just beginning to learn how to live in cities, and we're still pretty rural oriented in many of our ways, and we dont really know how to

build cities; if you see some of these older cities in Europe, which have been there a long time, the care they put into them, and the pride they have in being their town, their particular city-things are going to be done right for Fredrickson or Winchester or Chester-Chester was a place that deserved the very best and there were no two ways about it. They have an enormous amount of local pride. Certainly as we get more and more city living, there's going to be a lot of change; we're going to have a lot of old people; and we're going to have to move in organizing to look after the very young. You see, you can't send them out for a tramp in the country any more or a hike; you've got to provide something sort of organized. But I think most of all we were impressed with the quality of the officials, the high quality of their local government; the fact that local government here is going to do a great deal more, and that local government would have to become a great deal more flexible if we are going to meet these new demands and was going to provide the services with the standards that apparently other people can provide in much less wealthy countries. We have too much fragmentation of local government with nobody talking to the other people they ought to be talking with, people with common interests, and that the central or provincial government would have to take a lot more interest in these problems, and be better equipped to handle them; because they are going to get more involved in local government than they have been.

MR MORROW: How were they financing all this? With local taxation-was it financing it all?

DR FYFE: Well they have state grants just like we have provincial grants. In Scandinavia, they have a local income tax; but everywhere we went it was the same story, the taxes were a little too high.

MR BRUNELLE: How about the sales tax, Doctor?

DR FYFE: I didn't notice it; it might be there. But I think everywhere we went it was substantially a property tax. Now one of the differences in a lot of these countries is that the municipality there has to do a lot of the things the provincial

government does here, because they dont have three layers of government. But in Britain, the counties build substantially all of the highways. The Ministry of Transport does the planning of what they call their motorways, as a sort of general route, and it pays for them, but in most cases they were actually designed and built by the County Road Dept.

MR MORROW:

The LCC looks after all education.

DR FYFE:

The London County Council looks after all the education.

MR COWLING:

Under a committee of council?

DR FYFE:

Yes. They had Boards of Education, but they did away with them, I think about 1914.

MR COWLING: Was the group impressed by the idea of committees of council doing all the work and no Boards or Commissions?

DR FYFE:

Yes, I think so.

MR COWLING: In other words, the elected are solely responsible for the whole operation.

DR FYFE:

There are ways in which they bring

other people in.

MR MORROW:

In an advisory capacity?

DR FYFE: No, they may bring them right in on the committee, and the committee often has the legal....this is one of the differences...the committee has the legal power to act on behalf of council.

MR BECKETT:

But you're getting back to a common

council, aren't you?

DR FYFE:

You're back to one council, but they on it may have taken on 15 committees; on the Education Committee, there might be 50 or 100 people, and that committee can act. On that committee you will have teachers, parents, representatives of religious bodies....

MR MORROW:

And they have the power to act the same as the council people can act-they've given them the authority to act, so you really have a Board of Education.

DR FYFE: In some ways not too different from the Board of Education, but they're appointed by council; they have certain legal requirements that must be met....

MR COWLING: And there would be members of the council on the Education Committee.

DR FYFE: Oh yes, and there are certain things that have to be decided by council....

MR MORROW: These are people who are specialists or knowledgeable in their own field. You can't expect a member of council is going to know everything.

MR TAYLOR: They're probably statutory agents of the council.

DR FYFE: They have what are called delegated powers.

MR COWLING: In the final analysis, the committee of elected people make the recommendations to the county council, and that's it.

DR FYFE: Well it goes further than that. You see their committees, unlike committees in Ontario, are legally recognized, and council can give almost any power it wants to any committee; so the committee can decide on things legally, and need not even go to the council....

MR COWLING: That's getting to a Board or Commission really.

DR FYFE: Well...yes..except it's all tied in. I think this made quite a difference at the administrative level; for example, in some areas, the Parks Dept looks after the school grounds. The Engineer's Dept or Buildings Dept looks after the maintenance of the schools. They have their own architect and they even design the schools; so the schools are brought into everything. The Libraries are often under the same committee as School Committees-you did away with the Library Board.

MR THOMAS: One of the things that impressed me when I was over there last year, there seems to be a greater degree of permanency amongst the elected officials. They're not as liable to change as they are in this country. For example, we had a chat with

the Mayor of Cardiff, and he had been on the local council for 24 years, and he was a man not more than 55 then.

DR FYFE: There are a number of reasons for this; the Chairman of Council is for three years-it may be staggered or it may not, and then one-third of the council are what they call aldermen, and they are chosen by the council themselves for 6 years. They don't use the term elected official, they say elected representative. Elected official is an American term-elected representative is a more accurate term. But they give it a lot more continuity. The Mayor is appointed by council for one year, and he is something like a Speaker or Lieutenant-Governor rolled into one-he's a ceremonial figure, and one of the reasons they gave for this is if he got so much bowing and scraping, if he had it for more than one year, he's get as high headed as a judge, so it's a rotating job-purely honorary.

MR BECKETT: And he doesn't repeat it.

DR FYFE: Well he might, but his term is ordinarily one year at a time. But they put a great emphasis on the ceremonial side, and I think our people came away with the feeling that maybe we underdid this, and there wasn't enough emphasis on civic dignity, but that maybe they overdid it. But they have a larger council for one thing, and then they used the committees a great deal, and they seemed to have a much better working arrangement with the officials; this is partly because of the officials being better qualified-they could leave more to the officials than we do; also because they didn't have Boards or Commissions, you used the officials a great deal more.

MR SINGER: Do they have training courses for officials, for instance?

DR FYFE: The Treasurers have a course which is equivalent to a C.A. standard; the Clerks are nearly always trained primarily as lawyers-there are a number of reasons for this, but they almost have to be qualified as a lawyer as well; but there is a very highly developed training system running all through from top to bottom.

MR SINGER: Is it mandatory that these various off-

icials have these qualifications? (no) It's just become a practice.

DR FYFE: Well I suppose the qualifications of an engineer or a medical officer, you must have professional qualifications, but no municipality would dare hire somebody who didn't.

MR SINGER: Did you see a multitude of tiny, tiny municipalities as we have here?

DR FYFE: No, they have gotten away from this-they went through them in the 1930s and reduced them then and they're now in the process of doing this again; they're re-drawing their local government boundaries; at the moment they're redrawing all the county boundaries-some of the counties are going to disappear, and some of the cities are going to disappear....

MR SINGER: It's being done from above?

DR FYFE: Sort of, but then each county when that is done, they'll have to sit down and redraw its boundaries within the county itself.

MR BECKETT: What about local governments within the county?

DR FYFE: Roughly comparable to what we have. But they have decided that to be a city and to carry the range of services you need to be a city, has to have a population of 100,000. Now 100,000 there isn't the same thing as 100,000 here; the comparable figure here might be 50,000. County I think, they've come around you've got to have 200,000 - 300,000 in certain circumstances to be a county; but they're abolishing the smaller counties or amalgamating them or cutting them up.

MR TAYLOR: Do the counties determine the boundaries of the municipalities within the counties?

DR FYFE: This is what they're going to do; they must have...go through a procedure...but essentially this is determined within the county.

MR SINGER: Is this pushed or pressed by the higher level of government?

DR FYFE: No, I don't think so; there are certain inducements held out by the grant structure to encourage them to do this, of course.

MR COWLING: Does this all come under the government of Great Britain

DR FYFE: Yes. There is a Ministry responsible for local government.

MR COWLING: The Dept of Local Government? (yes) So when they decide to eliminate some counties, the counties dont do the eliminating, it's the ...

DR FYFE: The Local Government Boundary Commission, which has been going around the whole of England and taking it region by region and deciding what should be done; they make recommendations and these are made public, and then more representation is made and then they go back at it again. But it is a Commission made up of three or four people who have been very knowledgeable in local government; they aren't civil servants who are doing this-this is something almost like a Royal Commission. There's one just taking London; and there's another Commission on Wales and....

MR SINGER: Now this is the sort of thing that would be very interesting to me as a legislator, but I wonder really what value that sort of study would be to the local clerk, because he is not going to be able to do anything about it-he will be the local clerk for the rest of his time.

MR THOMAS: I was wondering the type of individual who went on this trip, they gained quite a great deal of knowledge, I know, but there's no report to come out of it, no coordination of ideas-these people will pass out of the picture and all the good that may of resulted out of the trip will be lost. I dont think, in other words, you would get the good out of the trip that the expense justified.

MR COWLING: No, but they all paid their own expenses.

DR FYFE: No, that isn't quite so; about one-third of them paid their own way.

MR COWLING: This says here, the Ontario Municipal Association has requested the Institute to arrange a study tour-

DR FYFE: The cost of this was about \$750-now you can't do it any cheaper than that (no, no) Now as far as a report

goes, we did decide we would not do a report on it, because...

MR COWLING: It wasnt that kind of a tour.

MR FYFE: We also decided it was best not to keep the group together, but that each person should work through their own association and there was an obligation put on them that each of them should go and speak to any who wanted to hear about it-they should take a part in their own association, and this is happening.

MR COWLING: I dont think it's fair to compare what you were doing with what we have; in other words, where we go, we report and we recommend and we sift it down and so on....

MR MORROW: Properly, Vern, it was a familiarization tour rather than a study tour.

MR COWLING: And what they learned will reflect in their own governments, as you've said.

DR FYFE: The Ontario Municipal Association is having a session on this in September; the Clerks and Treasurers are having a session on it next month. I know the housing people have got a big report on it-3 volumes. They had their own special interests, and most of the professional associations have reports on it. But as a report on the project as a whole, oh no; we decided early not to do one because first of all, you couldnt do it. And secondly, it wasnt run for the purpose of making a report.

MR BECKETT: Will those reports be available, that you mentioned?

DR FYFE: The housing reports? Yes those can be got from the Ontario Housing Association....3 volumes \$5.

MR SINGER: How would you orient a tour of this type for a group of provincial people, such as this Committee? Would it be set up in the same way?

DR FYFE: No. First you have the problem of time; most of you probably couldnt take more than 2 weeks; that would mean Britain and one other country, and to another country, maybe only a couple of days. I think if you went to Britain and, there, people are very cooperative, you can profitably spend some time with the

Central Government people in London, the county people, the city people-there is a lot of literature printed on the British stuff, fortunately. But this would not be too difficult to do, particularly when you have a very small group. One of the difficulties we had with the other one; it was too large a group and it was such a novel thing we had to put all kinds of gimmicks on to sell it. I think too many people had to go to too many countries, and we had to take too much trouble to keep the costs down. This would have been more successful if we hadn't moved about as much; if we had time to sit down more and....

MR MORROW: Did the housing people have architects and developers from the cross section...other people in the housing industry?

DR FYFE: There were no developers. There was the Executive Director of the Toronto Metro Council...Authority...the Hamilton Authority; there was an architect from the North York Planning Board, a man from Central Mortgage who was really an administrator and another administrator from one of their regions- a Regional Director.

MR COWLING: Are you getting round to suggesting that maybe this Committee might profitably spend a couple of weeks over there; is that it?

MR SINGER: That was not remote from my thinking.

MR MORROW: You'd need the technical people along.

DR FYFE: We went to a great deal of trouble to set this thing up. I had been over before for $2\frac{1}{2}$ years, and I went over and spent two months in the spring organizing and arranging for the complete itinerary, and even with the best cooperation on that side, it is far better if someone goes ahead and tells them just what you want to see and make the initial contacts.

MR COWLING: Was this done through the university?

DR FYFE: My services were made available; I got expenses out of the cost of the trip.

MR SINGER: How long would it take to set an itinerary, for example?

DR FYFE: For a small group, it wouldn't take very long; they'd probably need about 2 months notice, but they are very used to handling delegations-ours happened to be a much larger and more elaborate than most. But through the British High Commissioner's Office and the British Consul...the Ministry over there, they can arrange quite a good program, I think. You get better value if you tell them exactly what you want to do.

MR BECKETT: Dr Fyfe, we certainly appreciate this... well lecture you have given us-this is most interesting and very educative.

MR BRUNELLE: Mr Chairman, I would like to ask a question...we are interested in the homes for the aged that you people have seen on your tour. Where could I obtain the information regarding the size and so on?

DR FYFE: I'd write to the British High Commissioner's Office in Ottawa-they have stuff on this. (discussion re best information and problem re placing of home for the aged in Northern Ontario for French speaking people.)

MR SINGLR: There are two people here that you could see, one is Pat Brady and the other is Mr Smith, the Commissioner of Housing and Welfare in Metropolitan Toronto. They could show you what they've done.

DR FYFE: Brady was on the trip and saw all this. Pat Brady would be as good a person as I know of. I hope I haven't been too specific, but the homes for the aged just hit us in the eye.

MR MORROW: The thinking now is to get into the smaller units rather than the big old county homes for the aged.

MR BRUNELLE: They are doing this for mentally retarded children also. (chit chat re retarded)

DR FYFE: In Hampshire, we found the mentally retarded had their own unit- quite new- for problem children; this was a diagnostic unit and they had to have two complaints. They had to be mentally retarded plus spastics or broken homes and so on. But the county ran this. They really have a much more vigorous

local government than we have; and more inclined to argue back to department people than our people are. I think one of the difficulties that hits local government people in Ontario is that they're dealing with umpteen different depts, each of which has a different policy, and you get three different policies within the different parts of the same Dept (right) and this is one of the reasons you have got so many Boards and Commissions. The Dept writes its own specifications of how things should be run, writes its own qualifications of how the Board should be set up, arrangements and all the rest of it, and you've got an awful mess going. We did an account in Kingston and there were some 34 Boards and Commissions in Kingston alone. Now you can't do away with all of those, and because of the separate school problem, you're always going to have separate schools and Boards of Education. But there are an awful lot of these other things that are just a proliferation in recent years. And they all have their own financial regulations, and all the rest of it, and sometimes this just gets to be sheer nonsense. Over there, the Central Ministry seems to take a much stronger hand in local government matters and things have to be cleared through it.

MR SINGER: This makes good sense to me. (chit chat)

MR BECKETT: Doctor, this is a diversion, but I'd like Mrs Rowan to read something I picked up in Albany-it came from Washington dealing with municipal administration. (Mrs Rowan reads a satirical sketch on what happens to "Little Boy Blue" when taken over by a bureaucrat) (laughter) This is another diversion-would you like in just a few moments tell us about your course at Queen's University, how it is progressing- it seems we haven't any similar course at Toronto or Western.

DR FYFE: Well to start at the beginning, there was some kind of a windfall grant from the provincial government to Ontario universities, and Queen's won \$100,000; they earmarked this to be used for projects of interest to the province. Half of it went into wildlife biology research; the other half of it was to found the Institute of Local Government. They took Mr Crawford,

who was the clerk at London and lectured at Western in Local Government and gave him carte blanch. He wrote a text upon local government. It's developed now to the point that we give an undergraduate course in Local Government for students in Honours Politics, Economics, Commerce-a lot of students going into Law now take it; we also now have a graduate course on Problems of Urban Government, Economics, Politics. We also do research on local government problems and work quite closely with the Municipal Association. In addition to this, we have 16 students a year taking the undergraduate course and from 0 to 2 taking the graduate course. There hasn't been much interest in this until quite recently and it seems to be changing.

MR MORROW: Is this a three year course?

DR FYFE: No, this is a subject-an elective subject. We also are involved in two correspondence courses, one for municipal assessors which the Assessors Association works with the Extension Dept of the university on; we're not very closely involved with that. But the clerks and finance officers have a course also. This is a three year course for clerks and treasurers in municipal administration and finance. This is a correspondence course, and we're very much involved in that particular course, and in upgrading the material. There's a lot has to be done on it, but a lot has been done. The big breakthrough came this year; we got three people from the Dept of Municipal Affairs to take it. The first year there was a big backlog, but we set over 107 exams in '63 for the three years. But the assessors course has become almost a standard qualification for an assessors job in all the ads. The clerks and treasurers course is a much newer one and it isn't as well established, but I think it is a much stronger course.

MR MORROW: Your weakness is the lack of practical work; is there any thought of getting them around at all?

DR FYFE: These are all people who are working in offices.

MR MORROW: Yes but there's been about 17 or 20 in the Ottawa Assessment Dept have taken it, but their biggest weakness is getting the field work along with their study. They are in the

offices in a very minor and narrow part of the assessment work; they're not getting the broad practical work with the course.

DR FYFE: Ultimately I think we're going to have to do what we do with the Chartered Accountants and the Lawyers; the man in charge of the office is going to have to take some responsibility for the training of these people in the office while taking the course. But so many of your assessors are not really competent to do this yet; there were so many who just drifted into it--very much as apick up job in many cases. You get some first rate people and you get some at the other end of the scale--the same thing applies to the clerks. Some of the clerks, I'd put up against anybody in or out of the government. And some of the clerks are little more than equal to births, marriages and deaths, and that's all they are competent for, even in some of the largest municipalities.

MR SINGLR: Of your undergraduates now taking the course and your graduates, have any of them gone into civil service positions--municipal positions?

DR FYFE: Yes, we were quite pleased; one went in this past year to Municipal Affairs, and there is another going in next month. On the local level, there was one fellow who was Charlotte Whitton's Executive Assistant for a while. (jokes etc) But there was a difficulty; this fellow had a Commerce degree, and then he took a MA in the Local Government Graduate Course. He wanted to get into local government; he wrote to about 10 of the largest municipalities in Canada. One of the very largest wrote back and said, yes, we'll be very pleased to give you a job if you can type at \$2,400. So he went to the Board of Control at Ottawa at something over \$5,000.

MR BECKETT: Did the government give you any grants?

DR FYFE: No, no grants for that course; they underwrote the cost of ..part of the cost of preparing text on Municipal Finance. This is one of the difficulties; there is no standard qualification or job description of what the clerk does; there is a bit for the treasurer, but nobody really knows what a clerk

does, and we're trying to raise the standard and to increase their movement towards professionalism which started about the end of the war really. We notice that people are getting promotions by moving from one municipality to another-it's not just the local boy any more.

MR MORROW: If you could even get these correspondence courses into say a month at the university...

DR FYFE: Well it is very difficult to get anyone to teach these things and it's more difficult to give them any textbooks with which to work. We had thought of the university of the university running a residence course for a couple of weeks for maybe some of the senior levels.

MR MORROW: I would think a month or six weeks of concentrated study....

DR FYFE: Well most of the municipalities...you can't get released for more than a couple of weeks.

MR SINGER: How large a staff do you have?

DR FYFE: At the moment, just the two of us.

MR BECKETT: Once again I want to thank you, Dr Fyfe, for taking your time and coming to us.

DR FYFE: I hope I was some use to you.

MR BECKETT: Very much...very much.

LEGISLATIVE ASSEMBLY OF ONTARIO
THE FORTY-EIGHTH MEETING OF THE
SELECT COMMITTEE ON THE MUNICIPAL ACT
AND RELATED ACTS

Committee Room No. 4
Parliament Buildings
Queen's Park
Toronto, Ontario

THURSDAY,
MAY 23rd, 1963

AFTERNOON SESSION

HOLLIS E. BECKETT, Q.C.

CHAIRMAN

MRS H.G. ROWAN, C.A.

Secretary

J.A. TAYLOR

Solicitor

MEMBERS:

Rene Brunelle
Alfred Cowling
George T. Gordon
Ron K. McNeil
Donald H. Morrow
Vernon M. Singer
Thomas D. Thomas

APPEARANCE:

Mr A.S.L. Barnes, Chief, Conservation Authorities Branch
Department of Lands & Forests

PRESENTATION:

DISCUSSION

A.S.L. BARNES, CHIEF, CONSERVATION AUTHORITIES BRANCH

HOLLIS E. BECKETT, CHAIRMAN

MR BECKETT: Well Mr Barnes, we're happy to have you here to tell us something about your dept, especially in regard to parks-you can tell us something about parks- you are Chief of the Conservation Authorities Branch-how long have you been in that position?

MR BARNES: About 18 months.

MR BECKETT: Well now would you tell us something about your Dept generally?

MR BARNES: Well, Gentlemen, I think many of you know quite a bit of the history of the Conservation Authorities Branch; it was established in 1944 in the Dept of Planning and Development, and in 1946, the Conservation Authorities Act was passed, and I think the thinking of the government at that time was that there were three main premises, first, the best way to coordinate the work on the renewal of natural resources was on the watershed basis; and secondly, the initiative must come from the local people; and thirdly, if the local people showed this initiative and were willing to go ahead with a conservation program, then they could get a good deal of assistance from the government, both in the way of technical advice and in grants. The grants are nearly all 50% of almost any kind of conservation work that the Authority wishes to undertake. In the case of big flood control schemes, then the costs are shared under agreement with the Federal Government; and the breakdown then is the Authority provides 25% of the cost and the Province of Ontario 37½% and the Federal Government 37½%. The Authorities themselves are bodies corporate. They can do pretty nearly anything they want to do in the way of conservation work, and they can get grants for schemes that are approved by the Minister. Up to the present time there have been 31 Conservation Authorities established across the province covering a little more than half of southern Ontario, and then there are four small ones in northern Ontario, one at Sudbury, one just north of Sudbury on the Whitson River; a very small one on the Metagami which

only has jurisdiction over the organized municipalities near Timmins, and then the Authority at the Lakehead has recently been extended to cover all the organized municipalities at the Lakehead. As far as parks are concerned, the Authorities are really only into parks more or less by accident, and parks are a very minor part of their work, when considered from a financial point of view. When the Act was originally passed, there was no provision made for parks or recreation; but the first big scheme undertaken was the Fanchon Dam on the Thames, and in order to obtain control of the shoreline and the reservoir, not only parts of farms, but in some cases, whole farms had to be purchased, although it wasn't required for the reservoir itself, and the Authority found itself with about 4,000 acres of land right on the outskirts of London-it's almost in London now. So that the best use of these lands appeared to be recreation. Then in 1954, Hurricane Hazel hit the Toronto area, and did a tremendous amount of damage, and the Federal Government immediately, in cooperation with the Ontario Government set up the Flood Homes Assistance Board which was directed to purchase the lands on which damage had occurred in the area of Metropolitan Toronto. They did purchase these lands, in Weston and many other places on the Don and the Humber, Highland Creek. And it was shortly after that that the Conservation Authorities Act was changed and a section put in there by which the Authorities could utilize the parts of these lands that were suitable for recreation or recreational purposes. And then when the Flood Control agreements were signed in 1961 by the Metro Authority and the Province of Ontario and Ottawa, part of the scheme was that all the flood plain lands on the Etobicoke, the Humber, the Don, Highland Creek and the Rouge should be acquired by the Authority-this was part of the agreement. I think it is something close to 7,000 acres, and I think including the Reservoir site to date the Authority of that area has purchased something like 2,000 acres, and where these flood plain lands lie in Metropolitan Toronto, then they are leased back to Metropolitan Toronto for development and maintenance. Now the Authority still owns the land, but it is leased back to Metro, and they're developed as parks under

Tommy Thompson of the Metropolitan Parks.

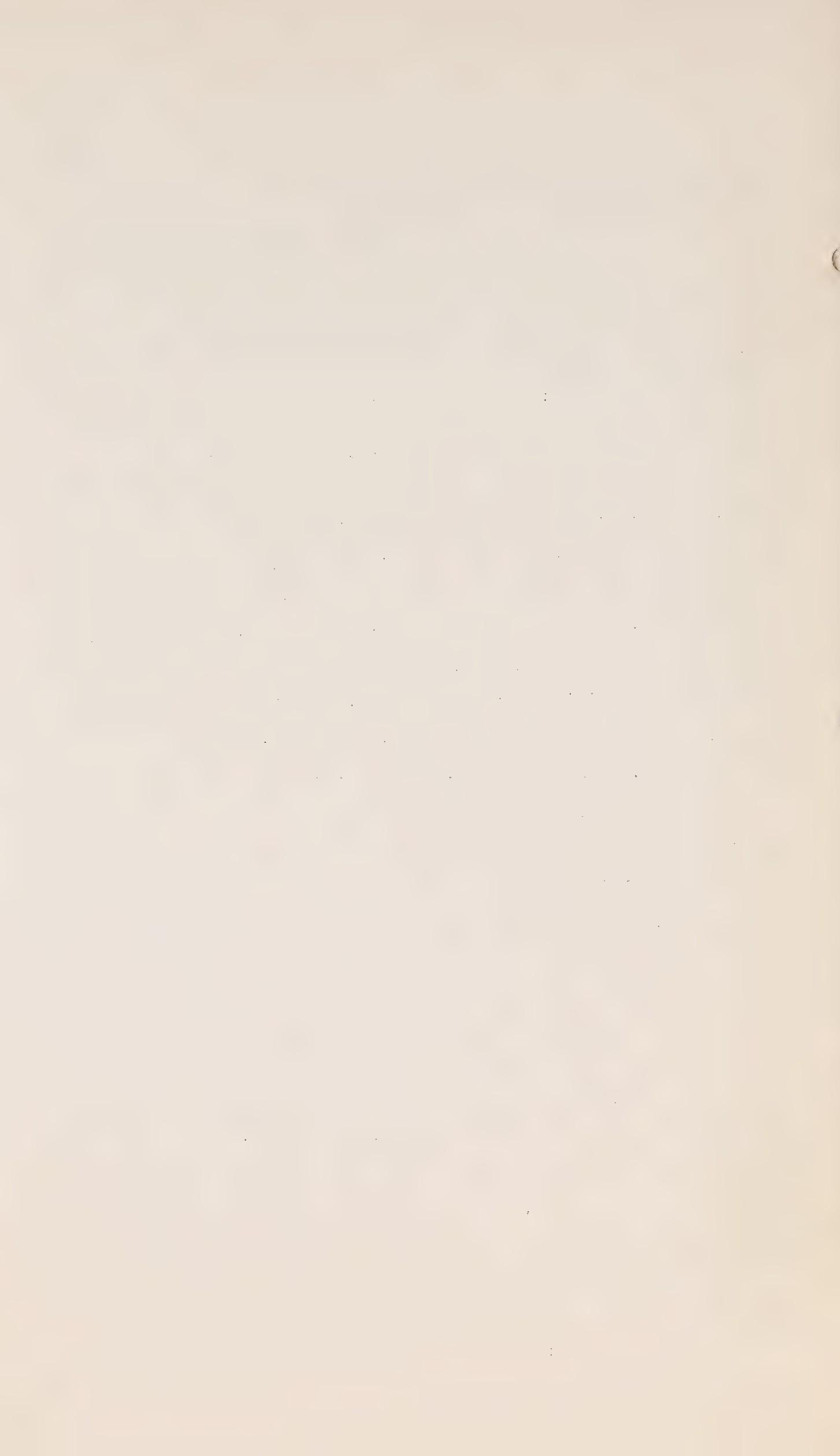
MR BECKETT: Are these leases in effect now?

MR BARNES: Oh yes. All the land-the flood plain lands within Metropolitan Toronto, which was purchased by the authority, has been leased back to Metropolitan Toronto for development and maintenance as parks.

MR BECKETT: Are those leases just at a nominal rental?

MR BARNES: I dont know the actual figure, but it must be a nominal sum. Apart from these flood plain lands which they are just beginning to acquire now in Metropolitan Toronto, the 31 Conservation Authorities own approximately 35,000 acres of land which has been purchased for conservation purposes; that may be for reservoir sites; it may be for demonstrations of flood control work, channel improvement work and that sort of thing. And that is the purpose for which the Authorities were established, so that these conservation areas, of which there are about 108, I believe, constitute about 35,000 acres. Now of that 35,000 acres, and I'm not speaking now about Conservation Authority forests, which are set up in a different way-these are lands which have been purchased for other purposes other than forestry-of these about 10% is used for recreation and parks, or about 3,500 acres in 52 parks. Now these parks vary in size from the small ones of about 5 acres with a few picnic tables, to the very large ones, one of which is I think 500 acres. The attendance at the Conservation Authorities Parks has grown tremendously; in the first year there was about 100,000. Last year it was close to 2,000,000, actually 1,850,000 in '62, and these parks have become so popular near urban centres, not only Toronto, but London, Paris, Galt, Kitchener-they have become so popular that they received a tremendous amount of newspaper publicity. So if you look at the publicity, you get the wrong impression that the Authorities are in the park business. This park business gets the publicity, yet the parks are only a small phase of the Authorities work.

MR BECKETT: You operate some of the parks-you dont lease them all?



MR BARNES: It's the Authority that owns and operates and develops the parks; the only part we play in it is if they ask for a government grant, then we keep a very close eye on it to see the money is wisely spent—that it is used for development and not for maintenance—for capital works and not maintenance; and that they don't put up shabby buildings which some few, small municipalities might do, if they weren't fairly carefully supervised.

MR BLICKETT: You do put up buildings then.

MR BARNES: The Authorities do—oh yes—some of them are very well developed—very well furnished with facilities for checking rooms. The Authority operates the Parks and they charge an admission fee in any parks that are big enough to justify having a superintendent. If there is only a picnic table or two, then there is no admission charge.

MR MORROW: Are these Authorities pretty well autonomous (yes) and the Government can't direct anything of what they should do?

MR BARNES: Only if they ask for a grant. And they can ask for a grant in nearly anything they might want to do in conservation area and for their own administration, office grant, salaries of employees.

MR MORROW: How about the local municipality within which the Authority is located; I suppose they would cooperate as well in grants perhaps or help....

MR BARNES: Well each municipality has a representative on the Authority on a population basis, and they all contribute to the Authority. The Authority sets up its budget at the beginning of the year, and it works out among its members what the levy on each municipality will be....

MR THOMAS: Is it a straight per capita charge right across the board.

MR BARNES: The Authority makes that decision itself. Some Authorities base their levy solely on population; some on assessment, and some a combination of assessment and population. If it

is in a scheme that's under agreement with the Federal Government, then the Authority has to raise the 25%. For all the other schemes, and they're far more numerous, then the Authority has to raise 50%, and the other 50% is from the Government of Ontario.

MR MORROW: If this popularity continues to grow, with nearly 2,000,000 visiting now, they could become pretty self sufficient.

MR BARNES: A number of them are self sufficient now-most of those in Metropolitan Toronto are self sufficient. Some of the large ones up on the Grand and Pinchurst near Paris is maintaining itself now.

MR GORDON: Do you know there were weekends there in the summer, they turned people away.

MR BARNES: Yes. Most of the Authorities have a list of parks, and when they close the gates at 2 o'clock in the afternoon, they hand out folders to show them where the other parks are-usually further afield. I think they do fill a very definite role between the municipal parks and...

MR MORROW: I wonder where all the people went when we had hardly any parks at all much except Algonquin and Rondo and....

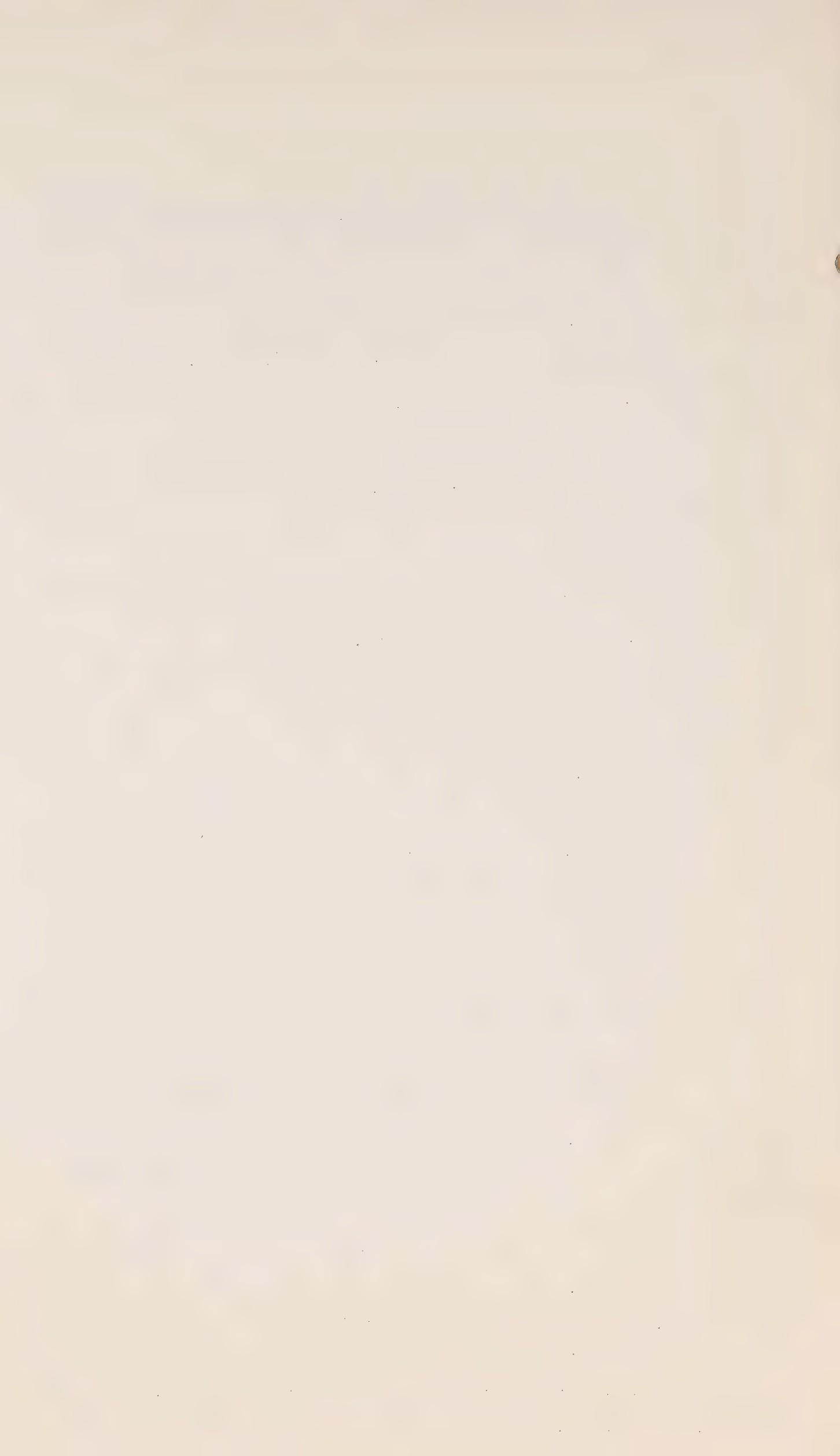
MR BECKETT: We didn't have so many people either.

MR GORDON: Now there is bathing and swimming at Pinehurst-it has a lake about a mile long, and it's a beautiful park, 65 acres of park; and the Kiwanis are trying to develop Mohawk Park, but the water is polluted-polluted through industry. (jokes and quips)

MR BECKETT: Please proceed, Mr Barnes.

MR BARNES: Well I think that's all I have to say about parks and Conservation Authorities and what they have accomplished. Now....

MR COWLING: Mr Chairman, just before you start, I wonder if Mr Barnes, and I'm familiar with what's being done conservation-wise, and we know all the good things about it, and the great need that they're filling throughout the province, and I congratulate the people that are initiating it, what I'd like to ask Mr Barnes is this, are there any changes that should be made to make them better.



is there any need for a change in legislation so that the municipalities can do more or less? Is there any suggested legislation where the Province could do more? Dont tell us about the good job they are doing-we know it. How can we do a better job? Those are the things I'd like Mr Barnes to tell us.

MR SINGER: Double the grants would be a start.

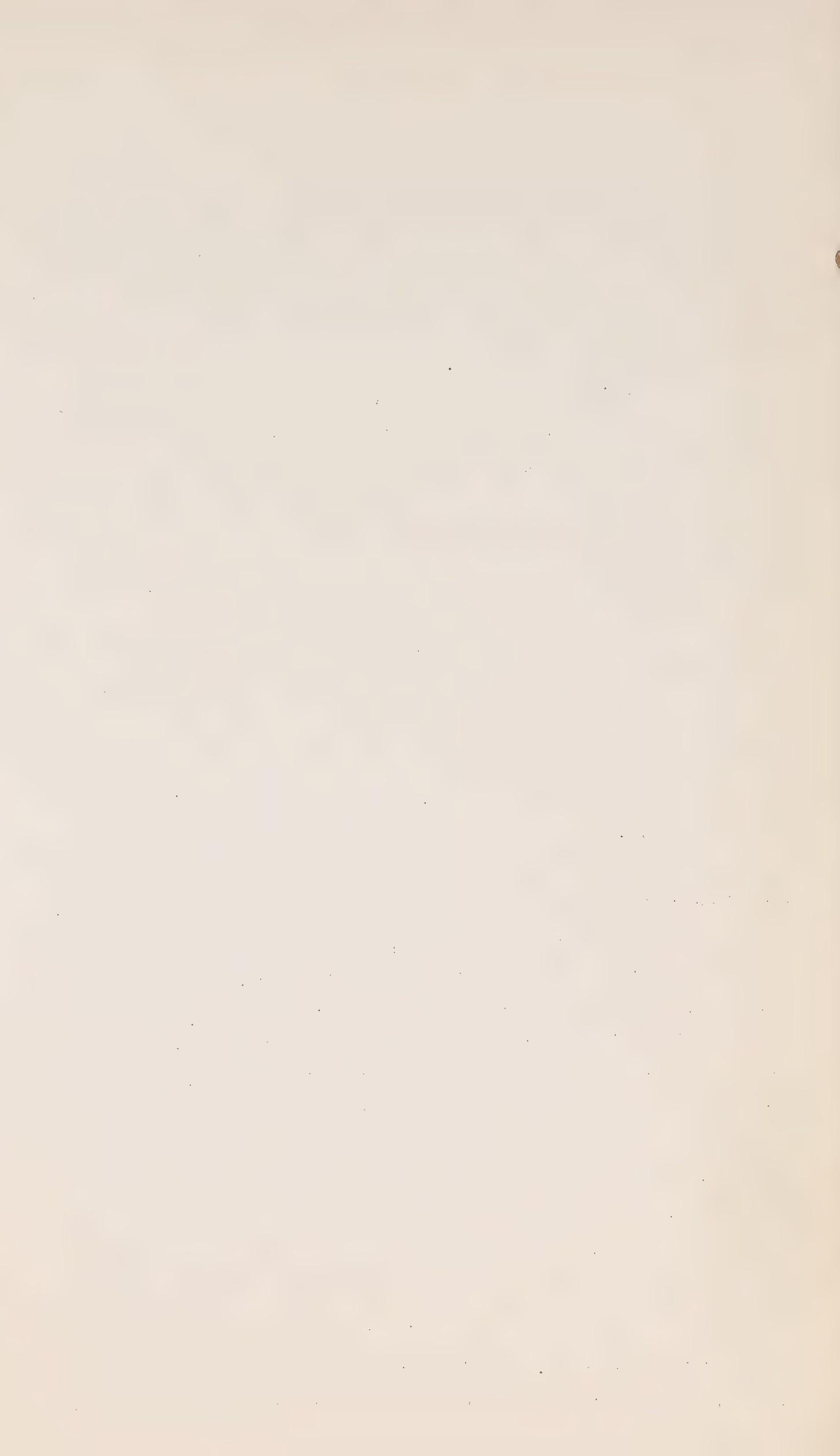
MR BECKETT: For instance are you thinking about more cooperation and say, putting all parks under one....

MR MORROW: I was thinking along those lines about integration of them or getting parks all under one head-a little integration-it seems to be getting into a big field there now, almost needing a separate Director or Division.

MR BECKETT: Or could you combine parks and recreation...parks and conservation and recreation under one Authority?

MR COWLING: Could we move it out of the different depts and get it all in one place? Now these are not easy things for you to answer, I appreciate that, but maybe you could give us a legal answer as to....

MR BARNES: Well the name of the Branch at one time was Conservation and Parks, and I think that isn't a very good name, because as I've already pointed out, the chief role of the Branch and the Conservation Authorities is conservation work, and parks is more or less incidental. I think the Conservation Authority parks do play a fairly distinct role between the municipal parks, where people go for athletics or a stroll or something of that sort, and the provincial parks where people go for camping and fishing and that sort of thing. These parks are usually within 75 miles, that is one day's easy driving and back for a man and his family, so he can go out for that day with the family. So I think their role is quite different from that of provincial parks, and certainly from that of municipal parks. As far as improving them is concerned, I think the Ontario Government has been very generous in its grants to everything connected with development. I think some of the Authorities do feel that they would like help with maintenance as well as development;



and that is something that perhaps should be considered because as more and more parks develop, the maintenance is a big problem; and that is true more of small Authorities than big Authorities. The big Authorities near large urban centres do attract the crowds and enable them to charge fees which help to make those areas self sustaining. The smaller ones, from a financial point of view, like the Saugeen and the North Grey and the Moira near Belleville, those smaller Authorities have lots bigger problems as far as maintenance is concerned; so perhaps some thought should be given to helping with maintenance.

MR TAYLOR: This is the park lands, not the conservation lands.

MR BARNES: Well we're talking about both-both park and conservation. At the present time, the province does not contribute towards maintenance, only the development and land acquisition. Then in a few places we have some very poor Authorities like the South Maitland ? which is mentioned every year, has very bad floods. We did do a survey of this in 1946 and proposed a scheme of flood control, but the municipalities are all rural townships and villages, and they just havent the money to finance the 50% of the cost. And they did actually ask the Ontario Government at that time if the government would contribute 90% of the cost. Now whether it will be possible to help poor Authorities more than you help big Authorities is a question. I dont know exactly where you draw the line or how you list them.

MR MORROW: This is the principle of the school grants, isnt it?

MR BECKETT: Mr Barnes, under the Park's Assistance Act, the municipalities can get government grants.

MR BARNES: That's an entirely different thing; at the present time, the Parks Assistance Act will grant to any municipality a total of \$50,000 for land acquisition and development or both. For example if a municipality wanted to purchase land for a park for \$100,000, it can get the \$50,000 grant and that would be it and it could develop it itself. If they purchased it for \$50,000, then they could get \$25,000 for purchasing and \$25,000 for developing, and that

would be it.

MR BRUNELLE: Does the park land have to be within the municipality?

MR BARNES: No, it can be in an adjacent municipality. Then of course if the municipality owns the land, then of course they can use the whole \$50,000 for development. I think there is a weakness there. Once the municipality has this total amount of \$50,000, there is no further control we have over it in any way. There is no incentive to go on with more developing, so that theoretically a municipality could say, now we have that \$50,000, there's no way the government has any control and we can do what we like now. I think it might be worth while considering raising that \$50,000 limit so that the municipality would know that even after it had spent the \$50,000, it could get more if it did things properly and it makes for more development and maintaining its parks.

MR MORROW: Attach a few strings.

MR BARNES: Yes. There have been a number of representations made to the Minister on this; one was made by the Parks Committee of a municipality asking that the grant be raised; and a number have written, Sarnia was one who had spent all the \$50,000 and needed more for development. So there are two arguments in favour of it, one it would give the municipality additional assistance; and secondly, it would give us a little better control of how the development is carried on.

MR BECKETT: Then what's the situation in the Public Parks' Act?

MR BARNES: I'm not familiar with the Public Parks Act; we don't administer that.

MR BECKETT: I know it's a different dept. The Committee was discussing a few weeks ago the different depts that have some finger in parks. Mr Morrow says there are around 7 different Branches interested in parks.

MR MORROW: The Development Commissions, they enter into it too, like the Niagara Parks Commission. Although I can see from what Mr Barnes has said there is a difference in parks, their

activities can be quite different, and the purpose that they serve is quite different too.

MR COWLING: Yes, for example, there is a big difference between Algonquin Park and Riverdale Park.

MR MORROW: Then there's the tourist and week-end park.

MR BARNES: Yes, there is a great distinction between a civic park like Riverdale, and the Authority Park for a day's trip with the family, and the Provincial Parks, where you can go for camping.

MR BRUNELLE: And the Dept of Highways have parkettes I believe, and I can see the different needs; some come under Highways, some under municipalities, Lands and Forests, Travel and Publicity, and the Commissions.

MR BARNES: I think that's true of the small parks and the Conservation Authorities have some of them too; probably they could be much more economically handled by one central group; and of course they are the most difficult ones to administer, because they're too small to put a supervisor in there. You have to send a crew around two or three times a week; they're harder to maintain and I think some of the Authorities wish they had never gotten into it.

(chit chat) A Conservation Authority has jurisdiction over a watershed or several watersheds; within the area over which it has jurisdiction, it will have a number of conservation areas for different purposes, for flood control or channel control and so on.

MR TAYLOR: And the 108 areas now organized, are they all under some Authority?

MR BARNES: Oh yes. There are 31 Authorities over 108 areas.

MR COWLING: Metropolitan Toronto has the Etobicoke, the Humber, the Don, the Rouge and Highland Creek for example and that is one Authority.

MR BARNES: Yes, your Authority has 10 conservation areas and that is 10 big ones.

MR MORROW: This present division of grants, 37 $\frac{1}{2}\%$, 37 $\frac{1}{2}\%$ from the province and the municipality putting in 25%, I think

when they enacted this, they had the intention of doing something... they had to do more than 25% at that time, did they not, or is that the same provision?

MR BARNES: Well it would have depended on this whether it was a scheme set up between just the province and the authority, in which case they had to pay 50% unless they could persuade the federal government to come in; even the Metro Authority took five years to persuade the federal government to come in.

MR MORROW: I see; they couldn't get the federal in if it is just a burden on the local municipality.

MR TAYLOR: Mr Barnes, what aspects of conservation can the local government look into and participate in; for example as far as flood control is concerned, the federal government participates in that sort of thing.....financially at least.

MR BARNES: Well they may or they may not. They have only participated in three so far.

MR TAYLOR: But that is one area where they will participate, I suppose because they have to participate.

MR BARNES: Well there's no clear definition on it, but they say if it's a scheme of national importance, they will contribute.

MR TAYLOR: And what other areas of conservation are there, forests?

MR BARNES: Yes. Well what happens, as soon as the Authority is set up, they ask us to make a complete overall survey of the whole watershed, and our Branch is set up with an hydraulic section and forestry section and a land use section and a wildlife section and we usually also do a small recreation survey. So that when we've got all the data assembled, we present the Authority with a report on the whole watershed, which is really an outline of what might be undertaken over a period of perhaps 50 years, with specific recommendations and then the Authority decides which of these things it will go ahead with and plan.

MR BECKETT: When you speak of land use, then you get into the planning field.

MR BARNES: Yes, but not urban planning. The land use survey mostly consists of outlining areas that are submarginal for agriculture, and outlining areas in which special farming practices should be undertaken; and then there's very special problems like the red soils on the Credit, and those areas are outlined, and as far as we can, we make recommendations for the correction of these problems.

MR MORROW: They seem to be doing a very good job within the sphere of influence of the Authority, Mr Chairman.

MR BECKETT: Yes, it is just a question of whether they couldnt broaden out and take in more territory.

MR BARNES: Well each year there are new Authorities established. At the present time, we have petitions in from the Sault and they're raising a river down there at Cornwall and from two rivers north of Peterborough, the Gull and the Burnt River; and these are all at least being discussed. What usually happens is that somebody writes in asking how to set up an Authority. Well then we suggest a local group that's interested in conservation or preserving wild life, or fishing and game people, get the people together and we'll have an informal meeting to discuss this, and to tell them how an Authority is set up, what the procedure is, what the grants are and how they can set it up if they wish, and then two or more Authorities have to petition the Minister to call an official meeting. And once they get two petitions in, the Minister sets the time and place and we notify all the municipalities in the watershed and ask them to send representatives. Then it requires two-thirds of the representatives to form a quorum for the meeting, and at that meeting everything is discussed and we do our best to answer all the questions, and then the motion is put and it requires a two-thirds vote of the representatives present to establish an Authority. And they are increasing at the rate of about two a year.

MR COWLING: Why wouldnt a majority vote be sufficient?

MR BARNES: Well whether you vote yes or no, you are in the Authority if the vote carries, you know; and sometimes

this does create a little difficulty especially for the first few years; after that the municipalities get used to working together and it is easier. But I think just a straight majority vote, we'd run into a lot more trouble after the Authority is established than we do now.

MR COWLING: What do you think is the potential over the next ten or fifteen years in a number of Authorities in the province?

MR BARNES: I would think there would be between 40 and 50 in the next ten years.

MR BECKETT: Is that your basis for studying an area for the Authority, you take a drainage basin.

MR BARNES: Yes the Authority must be set up on the water shed and the drainage basin or on a group of them.

MR BECKETT: This might be a good basis for regional planning, a particular drainage area.

MR BARNES: Well that is what we do as far as regional planning of renewable resources is concerned. We don't go into the field of urban development in any way.

MR THOMAS: Have you any instances where an authority has been set up and through some misunderstanding, a municipality wants to get out from under the Authority?

MR BARNES: We've had perhaps half a dozen inquiries over the years, but there's no machinery for them to do that; and I suppose it would require a special Order-in-Council. No municipality ever has pulled out.

MR THOMAS: What happens if that is their attitude? Does the whole thing just lay dormant-no progress at all?

MR BARNES: Well, what has usually happened is they haven't sent a representative to the meeting; we always try to tell them for heavens sakes, send a representative and then he can vote no. But some of them just stay away. And then the Authority decides the budget and the levy is sent out to the municipality telling them what it is, and we have had cases where municipalities have resisted paying the levies for two or three years, but eventually they seem to

think the Authority is doing a good job, and I dont know of any case where the municipality didnt come around and pay up without any legal action-maybe it was a period of two or three years.

MR BECKLTT: You could take action?

MR BARNES: Oh yes, yes.

MR GORDON: Quite a number of them grumble before they pay-grumble in their local councils. It's the proportion they pay; they feel they're paying too much.

MR THOMAS: Well I know they set up one at Oshawa there, and it was on a per capita basis; and of course the City of Oshawa, with a population of 64,000, they were paying, I think it was 10¢ per capita, and they thought that some of the smaller municipalities around were paying a very very small amount, and yet their representatives were going to the meetings of the Conservation Authority, they were getting paid per diem and mileage, and they were taking more out of it than they were putting into it.

MR BARNES: Well in most cases, the urban centres pay the bigger share. Metropolitan Toronto of course pays 92% of the total budget; London pays a very high proportion of the Thames share; actually they were so anxious to have a dam built that they offered to pay, I think it was 94%, and the Township of London paid the other 6%. But that was decided amongst them.

MR BECKETT: I suppose they work in cooperation with the Water Resources Commission?

MR BARNES: Yes. Oh yes, we work very closely with Water Resources.(chit chat re Kiwanis park)

MR GORDON: Is there any assistance under this Act for a park such as this-the Mohawk Park?

MR BARNES: Owned by the municipality? Well there are certain conditions under this Act that the municipality must provide overnight camping and trailer camps in order to obtain the grant for an approved park under the Parks Assistance Act. But if the municipality meets the conditions, I think they can get the grant. That sort of thing has been done in some areas.

MR MORROW: The Park Assistance Act comes under Lands and Forests? You administer it?

MR BARNES: It not only comes under Lands and Forests, it comes under my Branch. Now the Provincial Parks Act is administered by the Parks Branch of Lands and Forests-those are provincial parks like Algonquin.

MR MORROW: And the Public Parks Act comes under Municipal Affairs (yes) there are so many of these acts.

MR BECKETT: Have many obtained grants under the Parks Assistance Act?

MR BARNES: Yes, 26 municipalities have established parks under the Act-this Act and we have 40 applications and 250 inquiries how they can get grants. These are mostly urban centres-I can read you some of them, Bobcageon, Cochrane, Fort William, Haldimand County, Huntsville, Inisfillan Township, Kenora, Listowell, Orillia, Orillia Township, Peterborough, that's one of the biggest-they've got 44,000 population; Port Perry, Sarnia, Sault Ste Marie, Town of Southampton, City of Sudbury, Village of Sundridge, Town of Sutton, Thessalon, Wiarton, Wingham, and Coboconk.

MR BECKETT: That has three or four townships.
(chit chat re municipalities)

MR MORROW: How does this operate? Do you just give them a cheque for the money? Do they not have to make any progress reports about what they're doing?

MR BARNES: They not only have to do that but present vouchers, but I always send a man up to inspect that the money has been spent for development, not for maintenance.

MR MORROW: I was wondering what strings you held on them; otherwise they might decide to build a sewer or something.

MR BARNES: We keep a very close eye on this side of it.

MR BECKETT: But once they've got the grant, there are no strings then.

MR BARNES: No, there's no control on them in any way. They could even spend the whole \$50,000 on land acquisition

and then do nothing with it or anything they liked with it-the government has no control once the \$50,000 is spent.

MR BECKETT: They could sell the land?

MR BARNES: I dont know if there is anything to stop them or not.

MR MORROW: But if there was something for maintenance then it would be a sort of an incentive for them to spend more money on maintenance, you know thinking they're getting 25¢ out of every dollar from somebody else, they would find more dollars themselves.

MR BECKETT: I think under the Municipal Act, if land is acquired for park purposes the municipality cant sell it.

MR BARNES: That's true and I was wrong, and where it has been granted under this Act "for the establishment or development of a park or any part thereof, it will not be sold or disposed of without the approval of the Board"-yes there is a control.

MR BECKETT: Are there any more questions you'd like to ask Mr Barnes?

MR MORROW: Let's get the acts that come under the Dept of Lands and Forests, if he'll give us a list, there's the Park's Assistance Act....

MR BARNES: And the Conservation Authorities Act, and the Provincial Parks Act-three Acts. Now the first two come under my Branch, and the third one comes under the Parks Branch of Lands and Forests-I have nothing whatever to do with that.

MR MORROW: Then there's Municipal Affairs with the Public Parks Act, and the Municipal Parks Act.

MR BECKETT: And then of course Community Centres come under the Dept of Agriculture. And the Dept of Education have a set up for recreation. And the Dept of Highways for roadside parks.

MR MORROW: Parks certainly come under a lot of departments.

MR BECKETT: Now are there any other types of parks that you can think of Mr Barnes?

MR BARNES: No, I dont know of any other types-



except the Commissions-the two Commissions. (chit chat)

MR MORROW: And then there is the Integration Parks Committee which has to do with plans and with the Treasury.

MR BARNES: The Parks Integration Board.... all the grants for Provincial Parks, the Parks Assistance Act, or the Conservation Authorities Act, they all have to go before that Board; even for a small grant of \$200 to fix a

MR MORROW: It's a kind of treasury control on the grants.

MR BARNES: The Parks Integration Board was originally set up, I believe to make sure that that parks weren't overlapping or too close to each other. But at the same time, they do review finances.

MR BECKETT: Have we any parks in the Province of Ontario that are under the Federal Government?

MR BARNES: We have some very small ones, very tiny indeed, there's Flowerpot Island at the tip of the Bruce Peninsula, and Point Pelee. (chit chat)

MR BECKETT: Any other questions? We certainly appreciate your coming and your information which has been most helpful.

MR MORROW: One further question, what does your Dept expend-your budget in round figures for the last year or two-what you expend in administering your Conservation Authorities Act, and your Parks Assistance Act?

MR BARNES: Well in the Parks Assistance Act, it has really only been in operation one year, and the first year it was too late for the municipalities to take advantage of it-it amounts to about \$400,000, say \$1/2 million a year. Then the Authorities, their program is growing so in schemes under agreement, I would say over the last 15 years, it's probably averaged around \$ 5 million; as far as water control projects are concerned about \$19.3 million has been spent altogether, and the projects that are under way or planned for the next ten years, about \$50 million, and this will create about 2 new Authorities a year. (big business) Yes.

MR BECKETT: Well thank you, Mr Barnes.



LEGISLATIVE ASSEMBLY OF ONTARIO
THE FORTY-EIGHTH MEETING OF THE
SELECT COMMITTEE ON THE MUNICIPAL ACT

AND RELATED ACTS

Committee Room No. 4
Parliament Buildings
Queen's Park
Toronto, Ontario

FRIDAY,
MAY 24th, 1963

MORNING SESSION

HOLLIS E. BECKETT, Q.C.

CHAIRMAN

MRS. H.G. ROWAN, C.A.

Secretary

J.A. TAYLOR

Solicitor

MEMBERS:

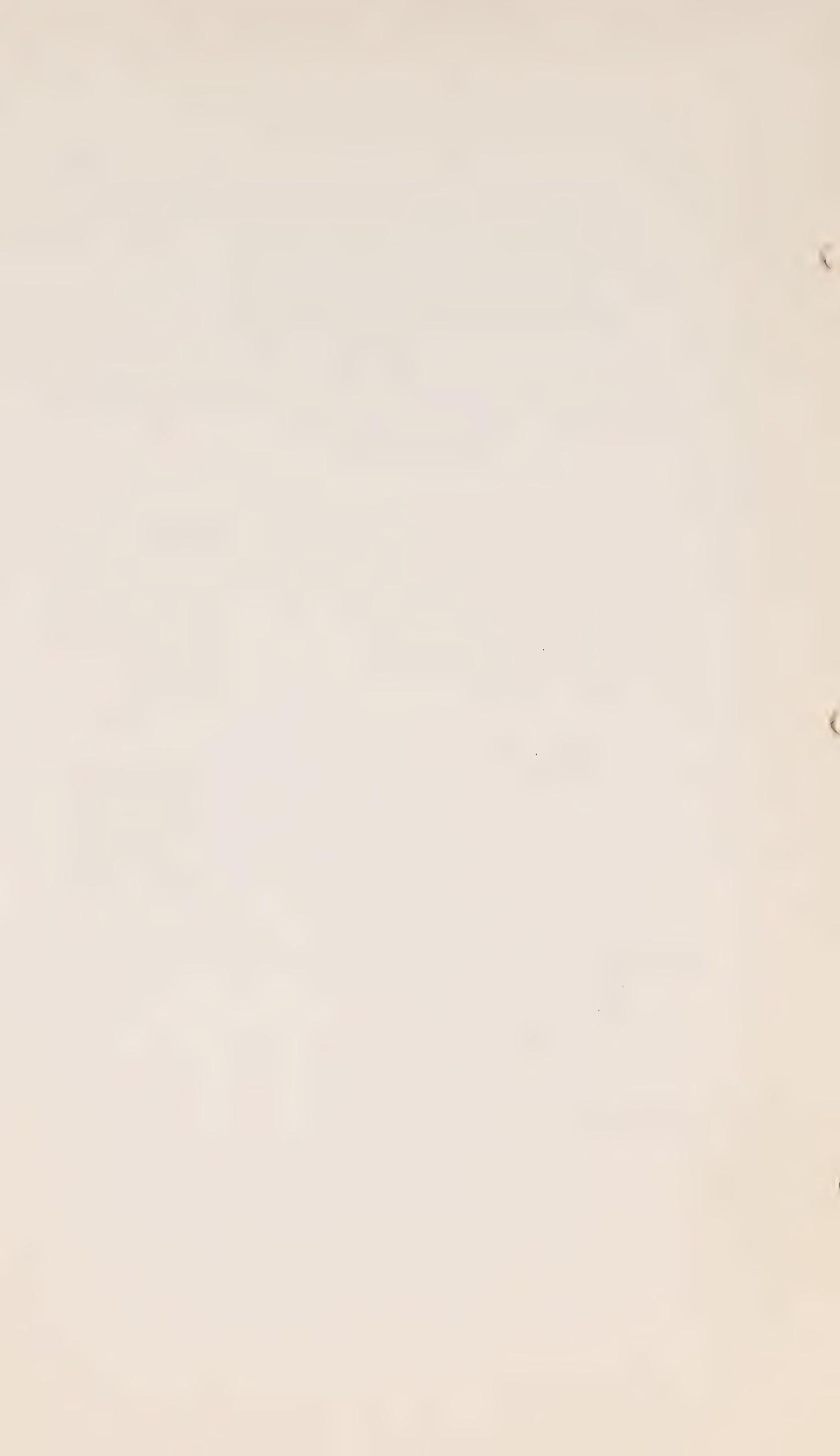
Rene Brunelle
Alfred Cowling
Arthur Evans
George T. Gordon
Ron K. McNeil
Donald H. Morrow
Vernon M Singer
Thomas D. Thomas

APPEARANCE:

Wm G. MacDonald
A.H. Macdonald
W.H. Palmer
R.A.J. Munson
D. Hamilton

PRESENTATION:

RESOLUTION - ONTARIO PARKS ASSOCIATION



ONTARIO PARKS ASSOCIATIONHOLLIS E. BECKETT, CHAIRMAN

MR BECKETT: Gentlemen, we have the Ontario Parks Association with us, Mr Macdonald, will you introduce your delegation. (Mr Macdonald introduces delegation. Now just before you start, I want you to listen as well as our Members to a very interesting letter we got this morning.

MRS ROWE: The letter is from Beale and Somerby, Barristers and Solicitors in Brockville. (reads) "At my request, Jane Auld James Alden obtained a copy of your recent interim Report. As one who is serving his 9th year as an Alderman, and whose articling, while at Osgood Hall, was with the City Solicitor of the City of Toronto, I have been most intrigued to read it (interruption here) although I must say I have not as yet completed it; however, from what I have seen, I wish to say that I think your Committee is introducing very wise and profound recommendations in a field where such are long overdue. This Report, to my mind, is a most fairly excellent piece of literature to emanate from a legislative Select Committee since the Rowell-Sirois Report. Yours very truly (signed) Robert W. Somerby, Alderman" (chit chat and comments and quips)

MR COVLING: Just before Mr Macdonald starts, I should say that he and I are on the Metropolitan Conservation Authority together.

MR BECKETT: That's fine; I think you're doing a wonderful work and we had Mr Barnes here yesterday.

MR COVLING: He's a great parks man and a real authority on it-Mr Macdonald here.

MR BECKETT: Fine. I wonder, Mr Macdonald, if we shouldnt read the resolution first.

MRS ROWAN: (reads) "WHEREAS the Second Interim Report of the Select Committee and Related Acts refers on Page 89 to the Planning Act, with certain recommendations which include defining "public purposes", and to the use of money by the municipality



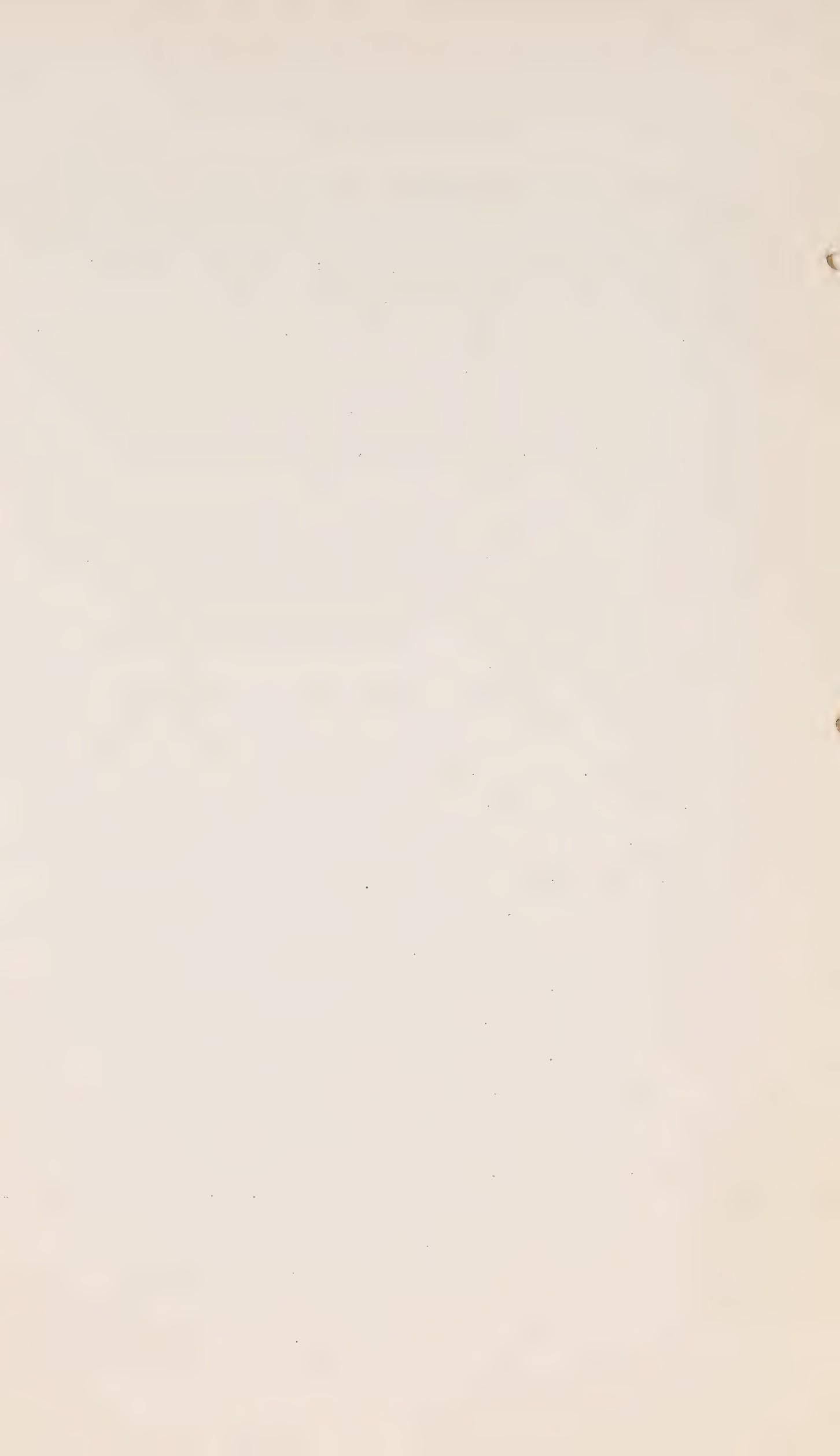
in lieu of land, BE IT THEREFORE RESOLVED that the Executive of the Ontario Parks Association is strongly opposed to these recommendations, and would recommend the following: That the term "public purposes" in the Act be changed to read "public open space" and that the cost in lieu of land sections of the Planning Act be not changed." And then there's a further sentence..."We wish to point out that most planning leaves a 10% of land area in the municipality that should be open space, and therefore, all land or money must be used for land purchase in order to secure 50% of the total open space required." Now Gentlemen, you have copies of this resolution, but I dont believe this last sentence was in the letter sent to us, but it was in the letter sent to the Prime Minister.

MR BECKETT: Now Mr Macdonald, would you like to discuss the resolution ?

MR A.H. MACDONALD: Yes, I would like to discuss that first.

MR BECKETT: Well we dont know what you mean by public open space; now under Section 30, paragraph 3, sub 1, it is very questionable from a zoning standpoint whether the municipality has the authority to zone land as open space unless it is rocky and marshy, unless it comes within that sphere. Now this very thing is before the Appellate Court right now and the best opinion is that the municipality has no power to confiscate by zoning. If they're going to confiscate by zoning, then they'll have to buy that land, and buy it at the use the owner thinks he can get-the highest- he can get. And when you say public open space, what did you mean by that?

MR MACDONALD: Well,we're basically from the parks standpoint, but open space,as we have considered it, is conservation lands, park facilities, any open space used for the purpose of public recreation as it were. Now our concern is within the municipality. We are a body of some...I might show you this, Mr Chairman, we have at the present time some 67 municipalities throughout the Province of Ontario that are paid up members within our organization. And I might say our concern is basically with regards to parks within a given municipality.



MR COILING: You're not concerned with conservation as conservation authorities?

MR MCDONALD: Not of necessity; we have, however, members of our association that are members of a conservation authority. Now Mr Chairman, unfortunately I have only one copy available. but we will certainly supply with copies-this doesn't of necessity involve the acts-it is just information required for our organization, but we have made a survey of the province; we sent questionnaires out to some 60 municipalities for which we received 35 replies, which I believe is normal. I may just bring out some of the facts in here that may be pertinent to some of the questions which arise in regards to this particular clause we are concerned about. I might say this that according to projections prepared by the Ontario Dept of Economics and Development, our provincial population in 1980 should be 9,691,000. The acreage per M for each municipality replying for 1962, some municipalities say 8.0; another says 3 acres, another 5 acres. Now they are below the normal standard of 10 acres of 1000 population, and I believe this is the basis that we have been working to. In 1980, some of them will be up to the 10 acres, but there are still some that are deficient in park facilities. We asked these municipalities: Do you have a Master Park Plan of acquisition and development? 12 said yes; 21 no and 2 no answer. Does your municipality have an Official Plan? 22 said yes; 13 said no. Have parks always been managed under the present system in the municipality? 21 said yes; 13 no and 1 no answer. If so what system previously? By council, 8; Board of Park Management, 2; Works Dept and Board, 2; Recreation and Parks Commission, 1. What percentage of park acreage in the future would be for parks? Under ten acres, 2 said 5%; 1-10%; 3-20% and so on. And I think these would be better for you gentlemen to peruse when we send you the copies, but this gives you some idea.

MR MORROW: Would you enumerate some of the larger urban areas that replied in the 35 there? Metro Toronto?

MR MCDONALD: I don't think I have it, but most municipalities of Metro, Hamilton, Kitchener, Galt, Burlington, St Cath-



arines, Sarnia, and a cross section from northern Ontario right through to Ottawa.

MR MORROW: Did you get Ottawa?

MR MACDONALD: No, we didnt. Now it says: Does your municipality set aside the 5% dedication for park purposes? 27 said yes; 7 no.....

MR BECKETT: What do you mean by that? How do you get the 5%?

MR HAMILTON: The 5% under Section 27 of the Planning Act.

MR BECKETT: That's not for park purposes.

MR MACDONALD: This is right-it's for public purposes as read out from the Act. But we're trying to point out from some of these figures that 5% is not sufficient in the eyes of the park people for their needs, and I have this further on here.

MR EVANS: I noticed in your letter you mentioned 10%. That's your recommendation, is it?

MR MACDONALD: Basically this is considered by the people who are working right in the field that 10% would be more in line than 5%.

MR TAYLOR: Is this 10% of land dedication from a plan of subdivision? (yes) And do you relate that to the density of population in your subdivision? (yes) So it would vary then, would it not? It would have to depend on the density of development in that particular subdivision? It would have to be a scale.

MR MACDONALD: This is true.

MR BECKETT: Now Mr Macdonald, that wouldnt apply in the cities at all; now you take the City of Toronto, when was the last plan put on....

MR MACDONALD: A long time ago, but the thing is this, Mr Chairman, I dont have the figures, but I know they're quite expensive, what the City of Toronto is paying to tear down some of the sections in order to establish some of the park facilities which they feel is working towards meeting the needs of the municipality. Possibly Mr Cowling may know better the figures-I dont have them off hand, but I know the last time I heard them, I was amazed at the

prices they were paying for land in order to provide open space for the people of Toronto. And this is what we're trying to prevent from happening in the future with some of the municipalities that we are connected with. Now if I may go on here, it says 27 said they did use the 5% for public purposes or for park purposes rather; 7 said no, and 1 no answer. When cash in lieu is taken, is it used to acquire parks? 18- yes; 4-no, and 13-no answer. Is the 5% sufficient for acquiring parks? 3-yes; 19-no and 13 no answer. If not, what percentage does it require? 5%-1; 8%-10%-1; 10%-4; 25%-2; 50%-5; 75%-1 and 21, no answer. What percentage of parks are basically developed...this one will be given to you later....the portion of mill received. 3 said $\frac{1}{2}$ mill to 1 mill; 14 said they were receiving 1 mill; 6- 1-2 mills; 1-2.18 mills and 1-3.19 mills and 10-no answer. Are you limited to 1 mill for maintenance and development? yes-13; no-16; no answer-6. What other source of funds are available other than council? 3-service clubs; 2-facility revenues; 2-gifts; 4-government grants; 18-none and 9 no answer. What.... does your park budget have other sources of revenue other than tax revenue? 19-yes; 14-no and 2-no answer. Is lack of funds the main reason for retarding park development? yes-23; no-7; no answer-5. Or is the main reason insufficient acreage? yes-3; no-4; no answer-28. Is the lack of funds regarding legislation? Yes-2 no-2 and no answer-31. What percentage of your budget is used for development? under 10%-12; between 10%and 20%-6; 20%-50%-7 and none-6 and no answer. What amount do you feel you need to carry out a realistic annual program of park development? As much as possible-1; 1 mill-3; 10-15%-2; and it goes on enumerating the percentages. The one I might say that said as much as possible gets \$7,000 annually. The three that said 1 mill get \$15,000 annually and so on, it's enumerated here. This is pertinent, I think, because as you can appreciate in some of the...the salaries that people are giving at \$7,000 a year you couldn't hire two men, I know, let alone maintain the park facilities. If you were seeking provincial assistance, in what form do you believe is most essential to you? 28 answered yes, financial; 5 said yes, research; 9 said yes, legislation; and 9 said yes, per-



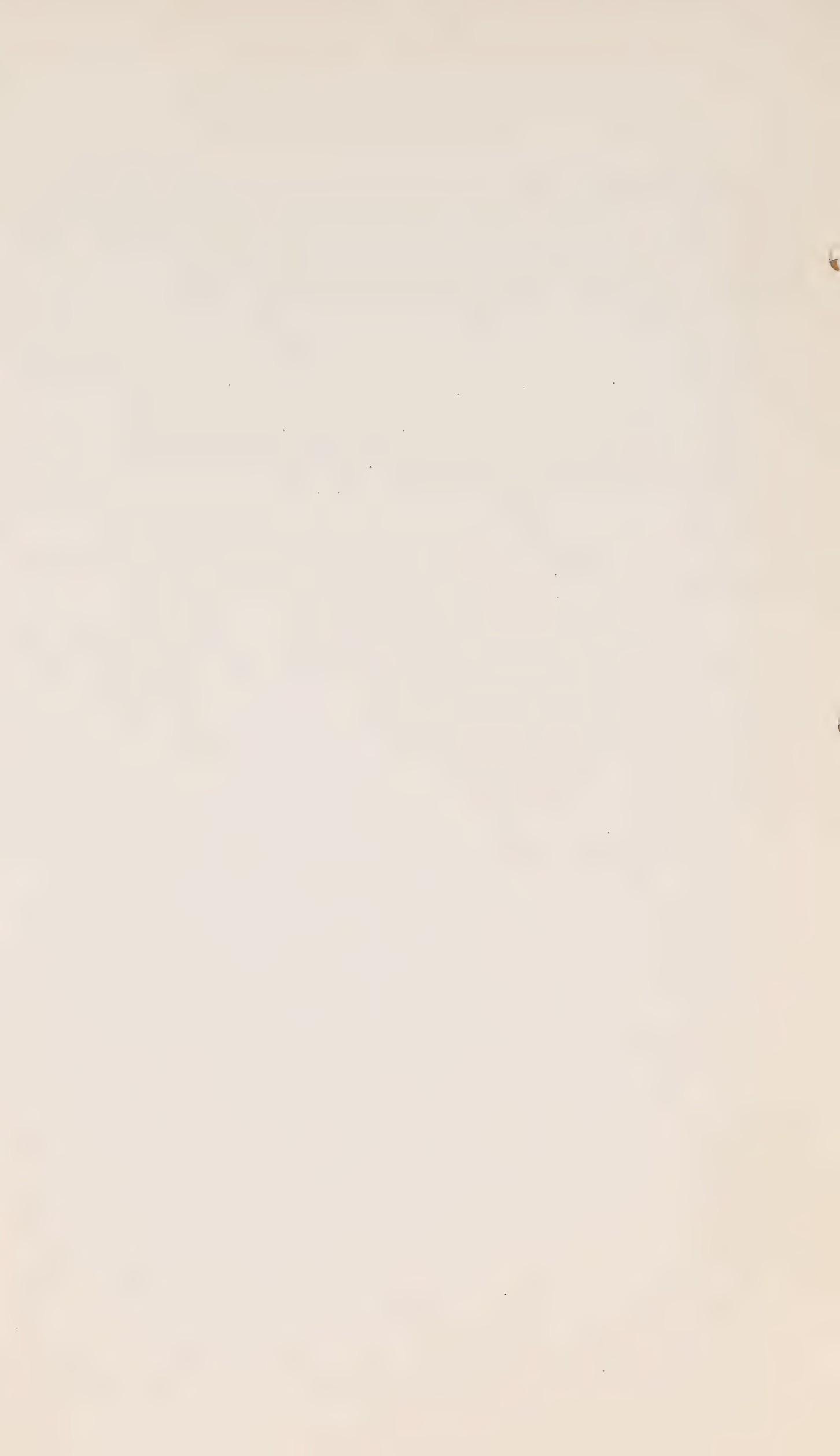
sonnel training program. I might say in the financial, 28-yes; 1-no and 6-no answer. Research- yes-5; no-5 and no answer-24. Legislation, 9-yes; 4-no and 22-no answer. If the answer is financial, is it to acquire land? 16-yes; 5-no and 14-no answer. If the answer is financial, is it to develop land? 22-yes; 0-no and 13-no answer. To maintain land? 8-yes; 2-no and 25-no answer. Further facilities construction? 16-yes; 1-no, and 18-no answer. Now I think we can pass this information on to you, Gentlemen, we will sent the pertinent section on to you for your perusal, and maybe this will assist you as well as us in arriving at your decision.

MR MORROW: What conclusions did you come to from the questionnaire?

MR HAMILTON: One conclusion we came to was that where you get a lot of no answers, there is uncertainty as to just what they have and where they're heading; the other factor that we did bring out was the fact that finances is a great problem in many municipalities. Of course this applies throughout the whole of the municipalities. The other was the fact that there is a great dearth of park land, and these are proved by the statistics that Mr Macdonald read to you. The fact you can get at is this, take a subdivision of single family homes, and you give them 5% which is used for park purposes; it is sufficient. But under the general trend of planning today, you're going for mixed development, and under mixed development, you are short by about 50% of your actual requirements, if you are basing it on an average of 2.5 acres per thousand in a neighbourhood. When we get into high density, you're short by about $7\frac{1}{2}$ acres because you need at least $12\frac{1}{2}$ and you only get 5, so you're short $7\frac{1}{2}$.

MR BECKETT: What is the density per acre then?

MR HAMILTON: We're using the NRA standards which says that 10 acres per thousand is considered a reasonable figure. Now we would like to point out that this figure was established in 1948, and I would think that the population explosion...it is well out of date, as a matter of fact, they have now come out with new figures, which is 28 acres per M-this is on a quota of all variety of parks.



If you take that basis, and you're working for a neighbourhood park, now remember we're speaking of neighbourhood parks, it's 2.5 acres per M. On a 100-acre subdivision of single family homes, 5% is sufficient; if you go to a mixed development, you need at least 7½%, but you still only get 5%; if you go to a high density, you need 12½ and you're only getting 5%, so your shortage becomes pyramiding as your density increases.

MR BECKETT: When you use the phrase "high density", what is the density per acre?

MR HAMILTON: I'm trying to think back to our Planning Dept's figures-I'm not certain; I think it is somewhere between 25 58 persons per acre, but I'm not sure if that is the right figure or not. But this has been calculated on the number of people you can put...for example, in the average 100 acre subdivision of single family homes, your average population is 3500 people; so if you want to base it on that, Sir, you can project it upwards for density.

MR BECKETT: I'm thinking of North York and Scarborough also, where you get apartments 14 and 15 storeys high...

MR HAMILTON: This is where your density is increasing and you....

MR BECKETT: That's right, but what is your density per acre then?

MR HAMILTON: Well...what we're trying to get at, Sir, is that if you're using 5% for parks purposes, that as your density increases, your 5% is very inadequate. You can see if you have 100 acres of single family homes with 3500 people; they have a 5 acre neighbourhood park which is sufficient; if on that same 100 acres, you build high density apartments, your density would be at least 3 times or 10,000 people. It is obviously not adequate to have 5 acres-you need at least 12 acres of park.

MR BECKETT: You no doubt know some of the municipalities have been trying to get special legislation to give them the authority to assess high rise apartments some extra cost for including the parks (yes) but the Legislature didn't pass it, and we didn't

recommend it.

MR HAMILTON: But this is one of the problems the municipalities face; it is permissible to charge a single family dwelling a contribution for which a portion goes for parks purposes; so they are paying in effect for the high rise apartments as well. If you take a high rise apartment with say, 900 people in it, these 900 people are taking advantage of the parks the single family owner has provided for, but they are not contributing to it. I know that in the Town of Burlington, that this is one of the things we'd like to see, that the municipality be permitted to assess apartment suites so that a portion would go into park land. So in an area where you have your 5 acres, if you have high density come in, you can at least increase your acreage to take care of these people coming in.

MR EVANS: They need parks worse than the single family homes.

MR MORROW: Mr Hamilton, would you deduce from the results of your questionnaire, that there maybe is a lack of awareness or perhaps even trained personnel with an interest in securing more park lands for their centres?

MR HAMILTON: I'd say there is a lack of awareness, particularly on the part of council. As far as the professional staff goes, I think we have an eye...I'm including myself in the same position..that we're not just sure what we need.

MR MORROW: I'm thinking of some places where they wouldnt have any staff at all and no one interested in parks at all.

MR HAMILTON: Unfortunately this is true; we have no research in Canada available to which key people can avail themselves; most of the information that we have to rely on is from the United States, and much of it is not applicable to parks, particularly situated in Ontario; and this is one of the things we hope, perhaps at a later date, with another Dept of the Government, we might be able to get somewhere in this respect. We're using the 10 acres developed by NRA in 1948, but we are all convinced that the 5% doesn't buy all the land you need for parks; as a matter of fact in our municipality , we're estimating between 40% and 50% is all they're pro-



viding and the result is we're mortgaging from future subdivisions to provide the land needed now in already established areas. So then when we get to the new areas, there's nothing there for us to use.

MR MORROW: You're assuming that the whole of the 5% is for park lands?

MR HAMILTON: In our municipality this is so.

MR MACDONALD: You mentioned trained personnel, the government through our association and others has seen fit to set up a course which this year is graduating the first class of a 3-year correspondence course on parks work. Normally we've had to go to the United States for training aside from the Niagara Parks Commission which took 8 persons per year, of which we maintain that 6 out of the 8 would go into private enterprise or would go finally to the United States. We had them from all over the United States, from Canada, from the North West Territories this year that are coming to the Province of Ontario taking this course by correspondence, and coming to Guelph for a one week-the first year, one week. Now one thing we might say, in quoting these figures from the National Recreation Association: "The recreation people have always taken a paramount interest in their training, And we're now just starting to come into our own to gain this recognition, because of the need of the facilities. For many years, people who are now at the stage of retirement, and people who have replaced them, people who came from the British Isles and were gardeners etc on estates there. But there never has been a proper training program for these people, so when you say trained personnel, we're kind of groping because we dont have the percentage of trained personnel which we feel cover the needs of parks etc.

MR THOMAS: How is it financed?

MR MACDONALD: This is financed by the individuals; they pay \$441, \$147 a year, and they take this and they work on their own time...I might say that Bob Munson and Dave Hamilton are two boys...you're in your third year now..and we hope they will be graduating, but in order to get their certificate, they must work in the



field. For example, I could take it but I could pass the course, possibly, but I wouldn't get the recognition unless I actually worked in the parks field.

MR BLCKETT: Did you say parks and recreation or parks.

MR MACDONALD: Parks. (quips on parks and recreation)

But because the people in the recreation field have projected themselves, they are recognized and it's us fellow who have taken back seats. But we will come into our own through this course.

MR BECKETT: Would you couple the two together?

MR MACDONALD: Not necessarily. I argued with your former Commissioner in Scarborough in 1955 in Vancouver, I think that until such time as the municipality becomes saturated, then I would go for combining them, but I think that parks-this is my own personal feeling-that parks should be an entity unto themselves, and recreation an entity unto itself, because there was enough work for both. A lot of people think recreation is a necessity tied in with parks, but recreation can conduct their programs in schools.

MR MORROW: They don't know a thing about parks-let's face it-they don't know a darn thing about parks.

MR SINGER: The line isn't as simply drawn as all that; you get hockey rinks and who fixes up the ice and who cleans it off-is it the recreation staff? Maybe the parks people aren't available that day...you get two sets of civil servants into this thing. (all talking - Order order order)

MR MACDONALD: Mr Chairman, may I point out one thing? One time they had a fellow by the name of Pearson, a Parks Commissioner who was a recreation man, and what happened to the parks in the City of Toronto? They had to bring in George Bell to recoup the thing and to get it back to the proper standard, because he was so involved with the recreation, he lost sight of the parks.

MR SINGER: Well that's an unfair example. Surely the efficiency or success of any civil service scheme depends on the ability of the people at the head of it, and you could pick parks people---I could name parks people at the head of this joint effort



would be dismal failures. (quips about North York)

MR COWLING: What I would like to ask for a comment on, Mr Chairman, we passed the Parks Assistance Act two or three years ago, I think it was the last Parks Act that has been passed; and we were discussing this Act in the Committee, and I would like to get your comments; is it fulfilling a need throughout the province or is it something....

MR MACDONALD: No. We have felt that the Parks Assistance Act was basically fulfilling the need similar to our Conservation here, or similar to the Provincial Parks, and we felt when we read this Act that it was set up by the government simply to compensate the provincial parks system; because basically it requires trailer camps etc, which in the municipal parks you couldnt have a trailer camp in the centre of the residential section of a city.

MR MORROW: Mr Barnes told us yesterday it was distinctly different from the provincial parks, and I might say we handed out last year \$1 million to this effort.

MR MACDONALD: We've had people and we've got various interpretations, and I think Bob Munson would make a point on this, because I know that the City of St Catharines was very concerned over this act.

MR COWLING: Before he starts, Mr Chairman, what I would like specific comments on, is the Act being used by the municipalities and is it worth while?

MR MUNSON: Mr Chairman, regarding the Parks Assistance Act, certainly in the opinion of the members of the Ontario Parks Association and others , it is strictly a way out for the Ontario Government to provide parks that they should be providing anyway, principally in southern Ontario....

MR BECKETT: Just a minute, what do you mean by that they should be providing anyway?

MR MUNSON: Well I feel the province is doing a fine job on provincial parks, north of the Mason-Dixon line or whatever line it is; south of this line, we have a few conservation area parks, one at Port Dover and Niagara Parks Commission; we feel



the need for camping sites provided by the government, but in lieu of that, we have been provided with an act which is called the Parks Assistance Act which provides for development of certain specific types of parks which are exactly complementing the provincial parks system, which provides us with the magnificent sum of \$50,000 to carry out this development; one recently developed in Sarnia was estimated to have cost \$350,000 and \$50,000 is merely ...a small amount of it. The facilities that are essential to be included in the development of a park under this act are expensive to provide, but they must be provided before any money will be given to the municipality, and yet next door, in the lot immediately adjacent to them can be a public camping area, which will not provide the facilities, the toilets the washrooms, etc ,etc, etc. So it forces the municipality out of the development of this type of park, and in my opinion is against the general idea of the park. If the province wants us to help them develop park facilities of this kind, then let's not limit us; or let's legislate the private park owners so that they're going to have to provide like or similar facilities to those we have to provide to acquire any money from this type of act.

MR BECKETT: Do you think the amount isn't large enough

MR MUNSON: I don't think it's large enough.

MR MORROW: If that was increased up to \$100,000, would you have any objections to the government maybe getting their finger in a little more with some strings attached? (chit chat re strings- all a bit opposed)

MR PALMER: I'd like to speak to this because I've been through this in Sarnia; contrary to what Mr Munson said, our latest estimates in our park were \$600,000, of which the provincial government are putting in \$50,000, which will just about pay their share of the purchase of the land. We have to provide extensive washroom facilities, the area has to be lit; and to my way of thinking we have to provide facilities that are being provided in some of the provincial parks.

MR SINGER: Who tells you the area has to be lit?

MR PALMER: The province says there must be lighting in the camping areas. Speaking as a staff member, it's a lot easier to sell your council on a development in a park if you can say you are getting a grant from the government, and I know that our development of this park is just going to collapse because there's municipal work that has to be done, and the council members sooner or later are going to say, if it comes to the outsiders versus our own rate-payers, I know the answer as far as the dollars go- the park will not be developed further. I think if the province wants these parks developed, and they have said they did, then they're going to have to take another look at the grants sector.

MR MACDONALD: You talk about \$1 million, with a \$50,000 this is only ten parks or ten grants throughout the province.

MR MORROW: What about maintenance? Is there perhaps a gap here too? Should there be a maintenance grant after the development?

MR PALMER: I think personally, Sir, that if the province just worked on the development, I think most of the municipalities would be glad to pick up the maintenance tab, because there is an entrance fee, and I think it would be very hard for the province to supervise any maintenance budget.

MR MORROW: Might there not be the fear that after expending \$100,000, that it would grow up weeds or grass and not be maintained? If there was a say 25% maintenance grant, then there would be a tendency for council to keep it maintained.

MR PALMER: It's in the act that it has to be maintained.

MR EVANS: They charge an entrance fee; dont they pay for themselves?

MR PALMER: No, I think there's only one provincial park that pays for itself...but we havent been into this long enough to know.

MR EVANS: There's one up my way which received a grant last year of \$14,000; it pays for itself and they have money left over.



MR THOMAS: But it does attract tourists into the area too, doesn't it? And develops a tourist trade?

MR PALMER: I don't think that councils of municipalities are too concerned with maintenance, because it's got the tourist aspect and your Chamber of Commerce would certainly go for that aspect, but what I'm primarily concerned with is getting these parks into a situation where they will attract tourists. It's going to cost a lot of money for us to do it. We're open this year, but it certainly isn't a park that I would like to write to some fellow in Pennsylvania and say this is a lovely park, you should come up and see it.

MR COWLING: Mr Chairman, are you saying then and the other gentleman too, that the basic objection is the question of money?

MR MACDONALD: The \$50,000 grant isn't enough.

MR HAMILTON: If I remember correctly, Mr Chairman, the Ontario Parks Association had its Annual Meeting in Waterloo last year, and we had a motion authorizing that this matter should be brought up to the Government of Ontario, recommending that the limit be increased to 50% of the cost of the development of the park...acquisition and development... and if the plan had to be approved by the provincial government, certainly they can estimate the cost closely enough that they can recommend what responsibility they will have, so if the expense is going to be \$500,000, then they would be prepared to 50% of the cost of that.

MR BLACKETT: You didn't put any ceiling on it?

MR HAMILTON: No, but don't forget the government can reject anything, so there is no problem.

MR MACDONALD: Your total budget has to be approved by Lands and Forests before you can go ahead with it.

MR MORROW: You mean the Parks Integration Committee of the Treasury Board has to approve the first... (yes) They are the ones I think who keep their finger on the purse strings.

MR MACDONALD: They looked after the St Lawrence development and the Niagara Parks Commission. (chit chat)



MR COWLING: I wanted to satisfy myself on this, Mr Chairman, if the parks people of the province feel this has some merit if there was more money involved, and they answered it, yes; (correct) because I was prepared to say, well this act isn't serving any useful purpose, let's recommend that we eliminate it, but it is serving a purpose and can.

MR H.MILTON: One common complaint is that the majority of municipalities who apply for this are in the north,

MR BECKETT: No, he enumerated them here for us yesterday and a great number of them are in Western Ontario.

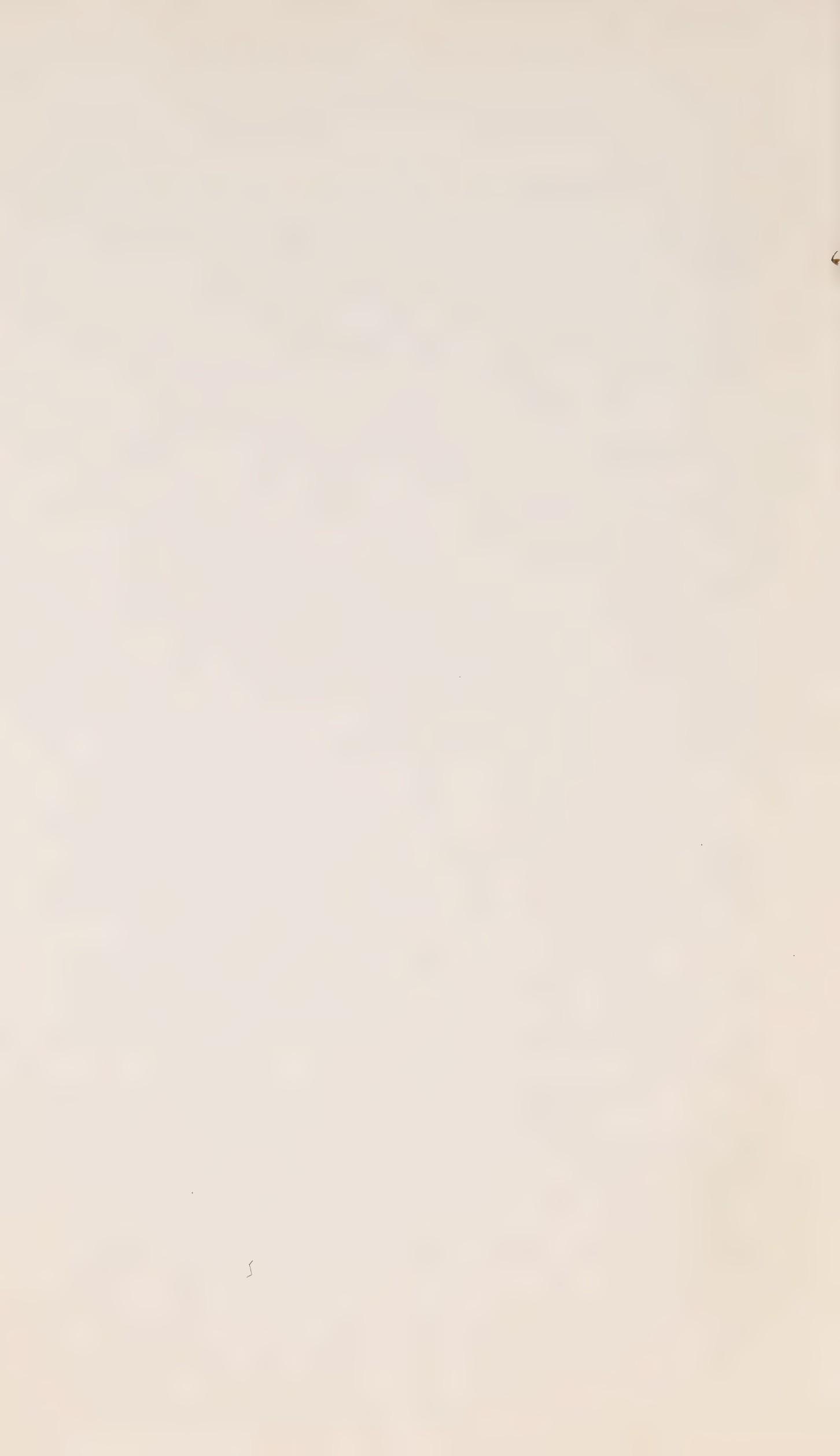
MR SINGER: Well this was my basic objection, I couldnt see why this act should be administered by Lands and Forests when it purports to be municipal parks. Lands and Forests wouldnt have any great knowledge or access to statistics on municipal problems; would it not be more reasonable if this act is going to do the job it should be in the Municipal Affairs.

MR PALMER: No, I dont think so.

MR MACDONALD: I think basically, Mr Singer your provincial parks and these-what they require- they all fall into a similar class of park; and therefore it seems more in keeping with that Dept , I would say, than any other one.

MR SINGER: Many of these parks will be in the more southern municipalities; and Lands and Forests has a much closer connection with the northern municipalities than with the southern ones.

MR MACDONALD: Might I say this, that this is compensating municipalities with a similar situation that we have as a Metro Conservation Authority. Now this would not be applicable to Metropolitan Toronto, but I think it is to Kitchener, Waterloo, on their outskirts having a park of this nature, where somebody travelling throughout the province could take a trailer or camping equipment and stop-I think there is more of this today with the new Canadians, that we're getting this camping more than we ever had, and I think you have to have these facilities on the periphery of



of many of these major municipalities.

MR COWLING: Mr Chairman, let's get the answer to Mr Singer's objection; he said he thinks it should be the Dept of Municipal Affairs, well let's get the parks people's opinion on it.

MR BECKETT: And I agree with that.

MR MUNSON: I agree with Mr Singer-I'm going to the answer in a round about way; I agree that the Land and Forests have been primarily concerned with the north; however this group is meeting with the advisory committee to the Minister of Lands and Forests next Friday morning in Toronto, at which time we are presenting a Brief pointing out the shortage of facilities in the metropolis-I dont know the title-area, let's say the horseshoe from Oshawa to Niagara-on-the Lake. They recognize this need, and they are prepared to make some recommendations to the Minister. I understand this Parks Association once before came here...I'm new to this group... saying as Mr Singer did: Where should this be? In Lands and Forests or in Municipal Affairs or should it be this or that-what should it be? We feel very strongly about this; we feel it should be somewhere and everything together, not as it is now which is mighty confusing.

MR BECKETT: We feel that too.

MR MUNSON: Well we're unanimous in that.

MR MACDONALD: This was in our submission of October 18th, that parks now under Municipal Affairs, recreation under Education, Community Centres under Agriculture, Conservation and Provincial parks under Lands and Forests, and Highway parkettes; we felt that this should be under one department; we bow to you gentlemen who are in a position, what department that should be-this is your perogative, but I think Lands and Forests are better equipped so far as parks are concerned than any other department. This is my own observation; they are more allied to our problems or could be brought up to date, I should say, but more alive than any other department to our problems.

MR BRUNELLE: Personally I would favour Lands and Forests; they have the personnel, they're knowlegable and very



experienced. Municipal Affairs are grossly understaffed, Vernon, and recently they placed an ad-they wanted 15 persons to work with financial experience, and they got only five in Ontario-they had to go to England, I believe. In other words they are understaffed and are having a hard time to get people. On the other hand, Land and Forests are well organized and they have the people.

MR SINGER: This may well be; what concerns me is that while Lands and Forests may be well organized with the park aspect of it, but where you come into a municipality and begin to talk about planning and municipal organization, perhaps municipal debt problems, they've got to go over to Municipal Affairs to get this information and expert opinion. I agree with the content of this resolution that this Dept of Government which switches through five or six various Ministeries, has to be coordinated for efficiency. I don't care what they call it-Parks Branch, Lands and Forests or Parks Branch, Municipal Affairs, and bring all the civil servants in government who know anything about it into the one group. (chit chat re local set ups)

MR HAMILTON: I think you'll find, Mr Singer that in the long drawn thing, that the proper place for this is in Lands and Forests. We've already had meetings with them to see if we can correlate our Training Program and also their Training Program they give at Dorset, which they admit does not suit a man for provincial park matters. We are talking together on a joint training program for people which will in the overall dovetail these matters closer together than they are now.

MR MORROW: This aspect of parks within Conservation Authorities; it's been pointed out that's only 10% of their work, 90% of their work is really conservation; publically the park end gets the play but it is only a minor part of their work.

MR MACDONALD: It was a minor part, but it is big now, and what bears this out is the attendance at the Conservation Parks in the Metropolitan area. Last year I got them to put a display into the Exhibition, and they put this set of dolls, dolls

which are from Pioneer Village; the attendance to Pioneer Village practically doubled due to this display. My purpose was to acquaint the people of the metropolitan area of this park and of Pioneer Village and what we were doing. They were an old set of dolls that were a collection, china faced dolls-some old time dolls that a lot of the younger people and children today had never seen, nor were aware of. (chit chat)

MR BECKETT: Well then let's get down to this-your main objection to the Parks Assistance Act is the amount of money available to the municipalities to purchase and develop; after that the municipalities can maintain them. I dont think your committee is really worrying about who is to handle it...

MR MACDONALD: We dont feel this is our perogative-but I personally feel they are more alive to the situation in Lands and Forests.

MR SINGER: Substantially you want one department to look after all phases of parks.

MR MACDONALD: This is correct. (chit chat)

MR BECKETT: Mr Macdonald, what is your next point?

MR MACDONALD: I'm a little in the dark on what to say to you, Mr Chairman, I didnt know whether you wanted to discuss what we had discussed previously in October or what format this was to take-I'm a little in the dark.

MR BECKETT: The Committee has been discussing all the acts dealing with parks and we wanted to take into account that it should be under one Branch.....this was your recommendation.

MR EVANS: Mr Chairman, I think one of the main things is what was this Parks Act doing for the people of Ontario. And some of us were of the opinion that it wasnt doing too much for the municipalities in providing these parks.

MR MACDONALD: Well the one thing that sticks out in my mind basically- we had a meeting in Barrie and I brought the literature from Herb Crown to that meeting about a year ago. We asked if anyone wanted any information on it, and we only got about two requests, one was a chap from Midland who was most interested

because they were developing their little park in stages; and I think this is a paramount example the format of this should take-a little park, I think, is a park that would get the most benefit out of that Act. And around the major municipalities and their outskirts, there is a need for these parks; we are inducing people to go north to the provincial parks, but a lot of people want a day's outing. Now I think this need is recognized, and if the proper mechanism was put into it, it would be very effective. If you go to the US, they have more money than we have, but they have an awful lot of these facilities where people can stop by the side of the road and camp, and I think we have reached this stage too.

MR MORROW: What do you think of our legislation of the last session of this 20 year program where \$200,000,000 over 20 years to acquire this shoreline?

MR HAMILTON: May I make a comment on this, Sir? This is one of the reasons we're appearing before the Advisory Committee. The government has announced that they're going to spend this \$200,000,000 on the acquisition of lands surrounding the Great Lakes and other areas. Now I'm in Burlington and we know in our area and right through to Oshawa that there is a very serious shortage of land. To buy 9 acres in the town of Burlington in one piece of land with some access to the lake is \$100,000. And as you get closer to Toronto, the price gets higher and higher. We're all in favour of the government stepping in on this, but we do say they should make a complete survey, not only of this area, but of the whole province to find out where they stand in the amount of recreational space available, and the best way of spending it. It's all right to buy a mile long of lake shore in the Oakville-Burlington area and say: We've opened this up to the public, and this would be good; but is this wise? Maybe half a mile would be better or even 10 acres.

MR MORROW: I'm sure they will start with a survey.

MR MCDONALD: This is where if it were combined under one department...there is room for duplication here, and if it were co-ordinated under one department, then the acts could be revamped

in such a fashion that there would be no duplication, and it would achieve a better program of park facilities at possibly less cost to the people.

MR BECKETT: Mr Macdonald, why couldnt we have Parks, Recreation and Conservation all one.

MR MACDONALD: No reason at all, Sir; and the same with community centres which is under Agriculture-all could be coordinated under one given department.

MR SINGER: Dont Travel and Publicity have parks too? And the Dept of Highways? (all talking)

MR MACDONALD: I'd like to give you an example, Etobicoke Township and what can happen. The Roads Commissioner looked after trees and garbage and roads; now what does he know about trees? We put it into parks where the personnel know about this. I would say the same about Highways. The engineers are trained about roads and stresses and materials etc, but what do they know about parks? It's like having a jack of all trades and master of none. (chit chat)

MR BECKETT: Mr Macdonald, in connection with the operation of parks, perhaps you could tell us whether parks should be operated under a committee of council or by a parks board?

MR MACDONALD: I still havent changed my opinion, I feel it is better with an appointed body, because it doesnt get political, where someone, in order to induce a vote, is going to get his area developed in lieu of another area; and this does happen. And I dont think this method will reach the ultimate for the people they are representing. I dont think you get a fair cross section in that respect.

MR THOMAS: They're carrying on an experiment in Oshawa; they disbanded the Parks Board last year, and it's now under the direct supervision of Council. (chit chat re Oshawa)

MR MACDONALD: And this is what I say in regard to Councils, the first thing they cut if there is an austerity program is parks, and this is a service to the people the same as anything else; and if you want to get political we can say this is a service the

people appreciate and see the need far more than a pipe that is put beneath the ground, although this is important to have. We're getting more and more parks turned over and the budget has to increase. Maybe they're getting a little more efficient operation-I'm not in a position to question that, because I'm not close to it now, but I say councils do hold parks down extensively, and if you get people who are horticulturists and people who are interested in the welfare of everyone, not to get a vote , I feel that the pace we're going today there is a greater need for recreational facilities.

MR SINGER: Something you said about a political decision whether it is made by a Parks Board or by Council, it is a political decision; it may be a good one or a bad one, but it's still a political decision.

MR MACDONALD: But they're not at the whim of the electorate that the Council is...

MR SINGER: They're appointed by the Council.

MR MACDONALD: All right then, by the same token, why dont you put the Planning Board as a committee of council?

MR SINGER: There are a lot of people who think that should be. (all talking)

MR BECKETT: Just a moment, I want to ask a question, how is the park in Sarnia operated?

MR PALMER: By a Board of Park Management.

MR BECKETT: Under the Public Parks Act? (yes)

MR MACDONALD: The statistics show that parks boards are far in excess, 20 municipalities by parks boards; 9 by council, 5 by committee and 1 by commission. Now on a ratio of 35 replies, 20 are run by parks boards, it seems it is quite adequate for those to carry on....

MR SINGER: That doesn't necessarily follow; it may well mean that 20 are wrong.

MR MACDONALD: Well it could be but again I....well in a lot of cases I take exception to the recreation people being in charge; in a parks system, you need an administrator with a parks



man and a recreation man under him if you were combining them. But personally I like the Board structure, and from operating under a parks board in Etobicoke for 10 years, I found it worked very adequately. I was for 4 years in an appointed capacity and 6 years in an elected capacity., and I think Etobicoke is comparable to many of the municipalities in Ontario.

MR BLACKETT: What about your budget set up under the Public Parks Act when you have a board?

MR MACDONALD: The budget was based on the 1 mill, but with the amendment to the act passed last year, it allowed the council to increase it-here is the Section: "At present Council is required to levy up to 1 mill or 2 mills in certain cases-that is under a memorial type of park- for purposes of a board of park management, but has no authority to levy a special rate in excess of these rates. Subsection 3 as re-enacted retains the mandatory feature up to the specified limit, and council is given authority to levy a greater sum, if required, and included in the estimates of the board of park management." So this doesnt tie them down-it leaves it up to the council to allocate what they feel is necessary.

MR THOMAS: With the changing of the assessment picture too, there is a variation there. In the City of Oshawa, we had a re-assessment last year, and 1 mill would have brought them previously about \$96,000; under the re-assessment, 1 mill would bring them in about \$236,000 - quite a variation.

MR MACDONALD: This was one of the things we had discussed on many occasions and I clashed with Mayor Nelson of Sarnia but I feel if there were an equalized assessment throughout the province, then this would be a little more realistic. In your area, it brings in an amount greater than the needs, but in some areas, the city of Woodstock with one major park, 1 mill wouldnt give them sufficient money to cut the grass.

MR PALMER: Mr Chairman, I think the change in the the Public Parks Act was primarily to take care of this, so that Council could go over the 1 mill to take care of the places with a very

low assessment. And if we are going strictly by it, then we have to have an equalized assessment. Replying to Mr Singer on the political aspects, I wonder if he knew that there were two parks boards in Ontario that were elected, so they can get into a real hassle with pol-politics.

MR SINGER: This is all part of politics; and so many people today use the word "politics" in a derogatory sense. Now there can be good politics and bad politics, but this word now seems to connote in the minds of so many people bad decisions or decisions that are wrongly influenced. We run our country by politics; this is what we do, and whether it is appointments by politicians or elected people or whether the politicians make the decisions themselves, it depends on the validity of those decisions and the thinking that goes into them.

MR MACDONALD: An example of this, Vern, in our association, I can give you a list of many people who are elected, but I think we had two or three that actually come out and attend-the elected officials-and this is what I say to you, it is the amount interest that they have in parks.

MR BECKETT: That may be one of the weaknesses of democracy, but democracy as a whole must prevail.

MR COWLING: You said there were two elected parks boards; where are they?

MR PALMER: Fort William and Port Arthur.

MR MUNSON: You gentlemen were appointed by the Legislature to study this legislation and so on, and you must feel that we come here to raise hob-this is not true and I'd like to say something else-to rap our knuckles. I think we have a responsibility to the citizens and I think we have a responsibility to our own departments, and we may not be doing as good a job as we should be-selling our parks to our own communities. If we satisfy the public that parks are essential, then council is going to stand up and take notice. Mr Bell has done it with some success in Toronto. Now you asked what types of boards we use; in St Catharines we use a board of park management. And I want to stress the value of any board is only as



good as the makeup of its members. I would like to say I disagree with Mr Macdonald, when he states these people should be horticulturists or hockey players or what ever- I disagree. I think they should be entirely unrelated to parks. Mr Singer thinks they should be interested in parks; again I disagree. I think they should be intelligent business men-having their own business or what ever it might be, but able to make wise policy decisions-nothing else-wise policy decisions unrelated to politics and political influence. This is extremely important. We had an amalgamation in the City of St Catharines two years ago; we now use the ward system. To me it is highly unsuccessful and is a political thing and the board members accept it as a political thing. So councils have a definite responsibility to appoint people who are not politically inclined but who can make free impartial decisions. This is my opinion of the matter.

MR BECKETT: Dont you agree with our democratic form of government that the people who are elected are capable of running any part of a municipality?

MR MUNSON: There are still so many politicians .

.....(all talking)

MR BECKETT: Dont call them politicians.

MR MACDONALD: I sat on 3 or 4 committees of the Townshop of Etobicoke but I think you can overload your elected officials, and I am always opposed to amalgamation...the further you take the elected people away from the people, the more costly things become. I feel we've got to let the elected officials get on with some of the other jobs and not be bothered with some of the smaller aspects of it. And by smaller I dont mean parks in particular, but I dont think they can devote the required amount of time.

MR BECKETT: Now you've had municipal experience and you know it's not the members who do this; it's the administrative staff. And if you've got a proper administrative staff in planning, or in parks and recreation, they do it all. And you have got to have faith in your staff. Now Dr Fyfe was here yesterday from Queen's University, and he said there are no boards and commissions in England; they depend on their staff- a well trained staff. And that's what we

sec out of the Planning Act.

MR MUNSON: We heartily concur with you, Sir, and we recognize the shortage of staff in the park field. We're the first to admit that this is quite correct, and we're taking steps to alleviate it. We have a minimum of university graduates in our park field, from OAC, Michigan State etc; we dont have enough trained park personnel; we recognize that in some municipalities town engineers are park superintendents. This isn't your fault. We recognize that many of these replies are of unknown quantity in this survey we took because the men weren't qualified to answer them. Now somewhere earlier in this discussion we started out that we wanted to get a particular word in the Planning Act changed-so let's say this 5% is inadequate; but let's also remember that this 5% is also highly desirable for park purposes, not for public open space, that is space that might be used for a fire station or a hydro station. Primarily our concern is that this 5% is a minimal area and we don't want to lose it, and we're afraid we may with the definition that the Select Committee has suggested; we suggest that it should be reworded so that it says public open recreation space-you name it and you can have the name as long as you don't build any buildings on it and it is used for the public for play or to sit around and look at trees, birds or whatever it is, and the only buildings to be a washroom or comfort station.

MR PALMER: And the further recommendation that the money derived in lieu of public lands be used for the purchase of further park lands rather than to be used for the development of these land. To a park system, land is the most important factor and in buying land you're really investing in the future of your community. And if we do this, we won't be in Toronto's situation where they are ripping down buildings to provide open space. You will have it through wise planning. (chit chat)

MR BECKETT: In the State of New York, they provide three-quarters of the cost of the acquisition of park land.

MR COWLING: I think the suggestion of your committee of amending the Parks Assistance Act, that instead of \$50,000 grant,



that it be half of the total cost of acquiring the park and setting it up, nothing to do with maintenance. It sounds reasonable to me because the province is going to be looking at the plans and passing on the whole show whether it's \$10,000 or $\$ \frac{1}{2}$ million.

MR HAMILTON: May I say, Sir, that we're only dealing with one phase of parks, the camping type parks.

MR COWLING: But it would apply to this act.

MR HAMILTON: Yes, but we're not dealing with all the other types of parks. We all know we have to have parks like this; it's just a question of how are we going to get them? Now an idea just came to my mind. Now if I am correct, there is nothing in the regulations nor in the act that states that this could be a cooperative venture between the municipalities and the Conservation Authority. I was wondering if this was a point they might consider. I can only speak from my own experience. Burlington has the 12 Mile Creek Conservation Authority, and 75% of our land is under the authority and the northern area of Burlington is or will be mainly conservation land and they've got some excellent sites; it would seem a shame that the municipality has to buy an additional site if they could cooperate with the Conservation Authority to use one of their sites and that the money would be forthcoming for the development, thereby saving a considerable sum for both the municipality and the government in acquiring land. This might be worth considering by the Committee.

MR MACDONALD: I wondered on that; in the Conservation for Metro Toronto, the government contributes 50%. Now they may be doing the same at 16 Mile Creek- you can't expect to get two grants.

MR HAMILTON: No, no (repeats plan)

MR COWLING: Well I think you have a good pattern to follow in Metro Toronto (yes) because Metropolitan Parks Board is now cooperating with the Metropolitan Conservation Authority, and it's right out beside where I live, that's why it's so familiar to me. The Humber River runs there and actually the Authority has control from the beginning to the end; but in the area of Metropolitan



Toronto, the Metropolitan Parks Board now has set up beautiful parks right along the Humber. So the Conservation Authority has to do with building up the sides of the Humber River and building a dam and so on, but within the Metropolitan area, the Parks Dept is doing a wonderful job on parks. Now they have worked out themselves, and it hasn't anything to do with additional grants or anything else; it's an area of responsibility and where they can do the best job for the public.

MR PALMER: Following what Mr Hamilton suggested and taking this one step further, I agree that this system in Toronto works very well, but in taking it one step further and saying not only parkland but something for the tourist to stay over night that would come under the Parks Assistance Act. Now I'm not suggesting it will work in Toronto, but it may work in Hamilton, and I think the question there is, is this permissive?

MR COWLING: I don't think you need any legislation, Mr Chairman; I think this is something to be worked out locally between the Conservation Authority and your local parks committee.

MR HAMILTON: I think you missed my point Sir, I'm saying that where the Conservation Authority already has the land the municipality and Conservation Authority cooperate and that there be some provision in the Act that says that this particular type of park under the Parks Assistance Act can be put on Conservation land.

MR COWLING: You mean it can't be done now?

MR HAMILTON: As I understand it in legislation, when it says you can't do it, it doesn't say you can do it.

MR COWLING: I'm sure that if you came with that kind of proposal the Act could be amended and the regulations altered. This makes sense-good common sense.

MR BECKETT: The Act would have to be amended.

MR TAYLOR: Mr Barnes yesterday mentioned leasing land for park purposes in the Metropolitan Toronto area. (chit chat)

MR BECKETT: Any further questions?

MR HAMILTON: I would like to make one further comment, Sir, I would just say in conclusion, Mr Chairman, that may I

ask this Committee to seriously consider the suggestion that has been made by this delegation to the change of the 5% to be used for maintenance and development. I think the Ontario Parks Association feel very strongly on this-this is not a wise move and it should be for the acquisition of land; and also that the term "public purposes" be defined so it is more clarified to read "park and recreational open space"

MR MACDONALD: There was one point, Mr Chairman, I mentioned to Mr Singer outside. When we were before you back in October, we talked in terms of 5% in density rather than on an acreage basis. There could be a feature, take a municipality zoned for residential use, and when it comes along to a re-zoning, some developer will buy up houses like they did on Jameson Ave and they put in high rise apartments; now on a re-development basis, there's no provision for apartment facilities and this is where the City of Toronto had to buy up houses to accommodate these people. And we think on a re-development basis there should be some consideration given...I dont know if this is in order here.

MR BECKETT: In other words make this fellow who is going to built these highrise apartments provide space for parks? (yes) The result is that your rents will go up then and the cost of your buildings will go up, and then you're going to discourage it.

MR MACDONALD: Well I have an example about a week ago; a planner, and he was having a lot of opposition from the residents and he was putting his parking facilities close to the residential area and I suggested to him: Why dont you move it-here he had a space removed from the people and this way it would eliminate the objection, but in his plan he provided the children with a playground area. There is another example of an apartment developer in Rexdale in Etobicoke, where the developer went to the expense of getting a private consultant to come in and.....

MR BECKETT: You should have been here yesterday to see the pictures of Denmark and Sweden, the open areas and the playground areas.

MR MORROW: And with a density of 200 to the acre.

MR MACDONALD: We had a fine example of a subdivider in Etobicoke, who dedicated the park land and then went out and hired Sheridan Nurseries to come in and landscape it and put in park benches-this is very remote, but I think this is....

MR COVLING: Is that person still in business?

MR MACDONALD: True. Chrysler Homes, and they recognize this need and let's not kid ourselves, Gentlemen, this adds to the cost of the property-I can give you an example, one subdivider in Etobicoke said if they cut down one tree, that cuts off about \$1,000 in the cost of this home. In other words, he recognizes this is compensating the value of the homes. And I think the Markland Woods is an example. They hired an arborist to go in and mark the trees so they could cut the roads out-this was a 100-acre bush. They built the homes in there and maintained the trees extensively and they were selling homes when they couldn't sell Princess Anne Manor, mind you they're in a different financial bracket, but he was getting as much for the land in Markland Woods as they were in Princess Anne Manor, strictly because of the atmosphere of the trees. And yet it's right in line with the flight pattern from Malton Airport-this will give you an example because it enhances the profit of a subdivider and provides a service for the people. Well I guess you gentlemen have given us enough of your time.

MR W G MACDONALD: Gentlemen, on behalf of the Ontario Parks Association, I wish to thank you for your keen interest in our problems in the development of parks in the Province of Ontario. This Association is keenly interested in the acquisition and development of lands for the future...I'm getting up in years and I'm trying to get these young fellows and the ones coming behind them to continue the interest in the parks of the future and we hope you will give your support to some of the things we have had to say in the interest of the people of Ontario. Thank you.

MR BECKETT: We will give it our attention and thank you for coming.



SELECT COMMITTEE ON THE MUNICIPAL ACT
AND RELATED ACTS

Meeting held in Committee
Room #4, Parliament Buildings,
Toronto, Ontario, on the 6th
day of June, 1963, at 10:30
a.m.

PRESENT:

MR. HOLLIS E. BECKETT, Q.C. 77-441 CHAIRMAN

MR. J. A. TAYLOR

MR. D. H. MORROW

MR. D. ARTHUR EVANS

MR. R. K. McNEIL

MR. R. BRUNELLE

MR. ALFRED H. COWLING

MR. T. D. THOMAS

MR. G. T. GORDON

MR. V. M. SINGER, Q.C.



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MR. J. A. TAYLOR

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MR. D. H. MORROW

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MR. ALFRED H. COWLING

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MR. T. D. THOMAS

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MR. G. T. GORDON

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MR. V. M. SINGER, Q. C.

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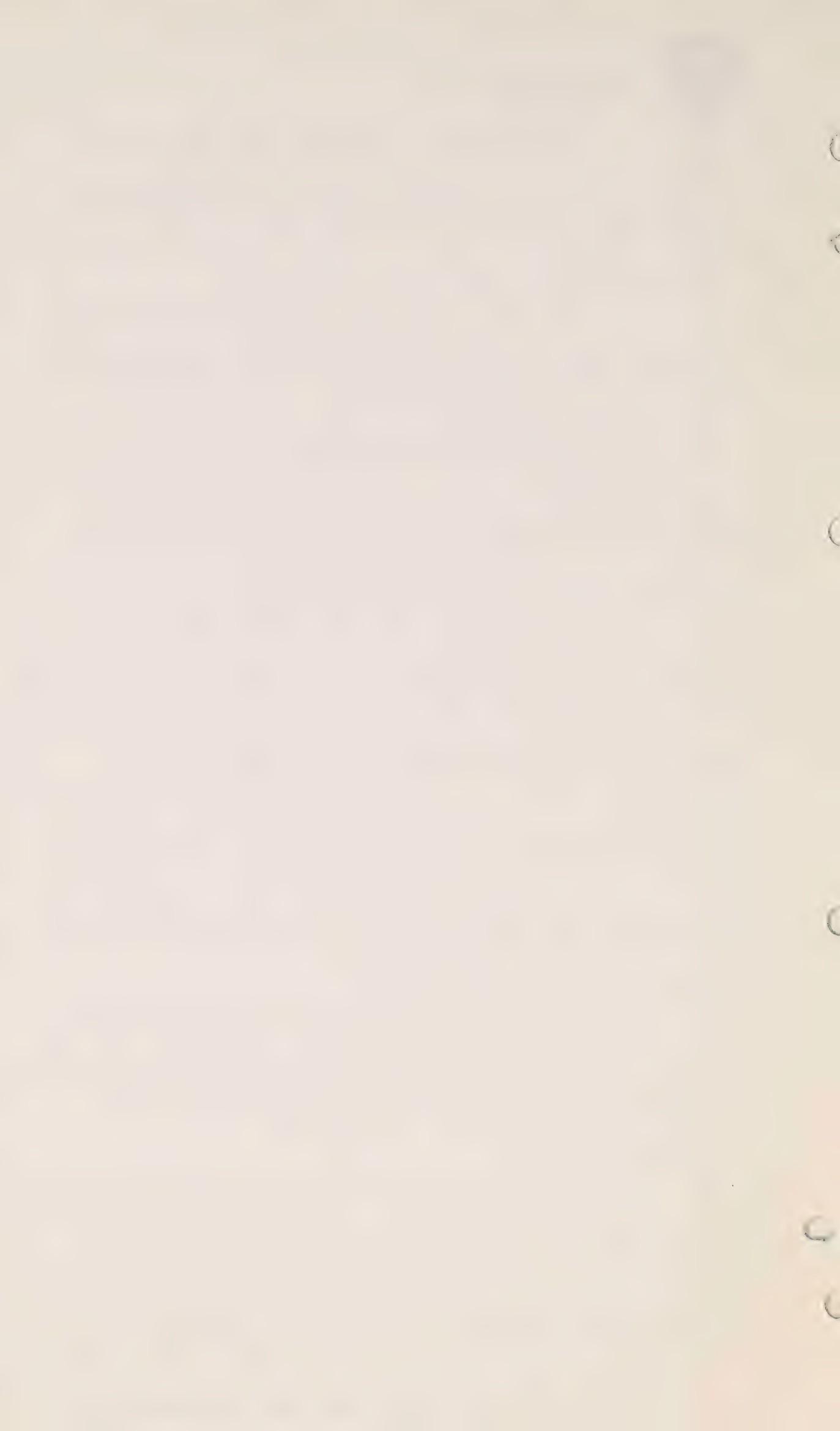
1 THE CHAIRMAN: Gentlemen, Mr. Tilt is here.
2 He is secretary of the Ontario Parks Integration Board.
3 You might just tell us, Mr. Tilt, what your purposes
4 generally are. Will you do that for us?

5 MR. TILT: Well, the Ontario Parks Integration
6 Board was set up in 1956 by legislation, and the Act is
7 to deal with matters concerning parks such as provincial
8 parks, Niagara Parks Commission and the St. Lawrence
9 Development Commission. Recently it was expanded to
10 include parks under the Parks Assistance Act and parks
11 under the Conservation Authorities Act.

12 The Statute reads that the Chairman of the
13 Niagara Parks Commission will be a member of the Board also
14 the Minister of Lands and Forests. At the present time
15 the Chairman of the Niagara Parks Commission is the
16 Chairman of the Board, and the Vice-Chairman of the Board
17 is the Minister of Lands and Forests. The provincial
18 treasurer is a member of the Board, also the Minister of
19 Economics and Development and the Minister of Municipal
20 Affairs.

21 The function of the Board , as I said, is to
22 deal with different acts, where the municipality receives
23 a grant or where the Province might provide complete
24 facilities.

25 One of the reasons I believe for setting up the
26 Act was the development in the St. Lawrence area where
27 there was a possibility of conflict in the development of
28 provincial parks and the St. Lawrence Development
29 Commission parks. They were expanding rapidly, both
30 these organizations, at the same time, and there was a





1 possibility of them providing the same facilities very
2 close to each other. The Integration Board was set up
3 to more or less watch over this to see that this did
4 not happen.

5 About the same time or perhaps a year or two
6 later, the Conservation Authority started to get into
7 park development, recreation area programmes, and they
8 were obtaining grants through the Province of 50 per cent
9 of the cost of these developments. It was felt that they
10 should be brought in so that we would not be building
11 provincial parks right alongside the Conservation Authority
12 recreation areas or vice versa.

13 More recently, the Parks Assistance Act has come
14 into being, and it primarily was to make it possible for
15 municipalities who were not included in Conservation
16 Authority areas to receive a grant from the Province to
17 provide for parks development.

18 I think there have only been about three
19 municipalities that are within Conservation Authorities
20 that have applied for assistance under this Act, and in
21 the cases where this has happened, the Conservation
22 Authority recreation areas have been somewhat remote from
23 the municipalities that applied under the Parks Assistance
24 Act.

25 The Board members act without pay. The expenses
26 which they incur are absorbed by the organizations which
27 they represent. I believe I forgot to mention the Chair-
28 man or Vice-Chairman of the St. Lawrence Development
29 Commission is automatically a member of the Board by
30 legislation.





1 MR. MORROW: How often do you meet?

2 MR. TILT: We meet actually as business demands.

3 I am the only permanent employee of the Board and act as
4 Secretary. I have one assistant in the office with me.

5 MR. MORROW: Would you average twelve meetings
6 a year? A meeting a month?

7 MR. TILT: Yes. Last year we had twenty-two
8 meetings in the fiscal year, and we will approach or exceed
9 that in the present year. We were meeting every week for
10 a while.

11 MR. MORROW: All in Toronto?

12 MR. TILT: Yes, usually in this building.

13 MR. COWLING: Could it be said then that you are
14 really integrating all parks other than local municipal
15 parks? Would you say you cover all parks across the
16 Province other than those administered by a local
17 municipal council? Is that a fair statement?

18 MR. TILT: Yes. It might be fairer to state
19 any park that receives moneys completely from the Province
20 or a portion of moneys from the Province.

21 THE CHAIRMAN: Mr. Cowling is about right when
22 he says all parks except municipal parks?

23 MR. TILT: Unfederal. We have six federal
24 parks.

25 MR. COWLING: You must have certain liaison
26 then with the federal authorities, so you are not putting
27 a provincial park alongside a federal park?

28 MR. TILT: Yes. So far we have not had any
29 occasion to exercise any control over that.

30 MR. COWLING: You just wouldn't put a provincial





1 park if there was one there already?

2 MR. TILT: That is right.

3 MR. COWLING: In other words then you control
4 these parks everywhere? I think the Board serves a very
5 useful purpose in eliminating duplication. You are not
6 responsible for putting up any parks?

7 MR. TILT: No. The Board rules on where they
8 should be set; for instance, under the Parks Assistance
9 Act or the Conservation Authorities Act whether they are setti
10 in some new facility that the Board feels would be more or
11 less a frill.

12 MR. MORROW: You pretty well control the purse
13 strings; the money that is being spent?

14 MR. TILT: Yes.

15 MR. COWLING: For example in the Metropolitan
16 Toronto Conservation area we have several fine recreation
17 areas. You couldn't say that was a frill and that the
18 Conservation Authority couldn't make it?

19 MR. TILT: We would not say the Conservation
20 Authority could not make it, but we might say we cannot
21 give you a grant on it.

22 MR. COWLING: You would withhold the 50 per cent?
23 Your Board can do that?

24 MR. TILT: I cannot speak of an instance where
25 that happened, but the Board has power to do that.

26 MR. COWLING: I was not aware of that.

27 MR. MORROW: The money is appropriated by the
28 Legislature for these parks, and I suppose when it comes
29 to the Board they pare it down, whatever is submitted in
30 the estimates.





1 MR. TILT: Estimates are submitted by the Department
2 that deals with this.

3 MR. MORROW: Take, for example, the St. Lawrence
4 Development Commission. If the parks down there wanted
5 to spend one million and six on parks for 1963, then the
6 Chairman of that Commission would submit that to the
7 Integration Board, and the Board would determine whether
8 they would allow one million six to be spent there this
9 year or one million four?

10 MR. TILT: No, we have no authority under the Act

11 ---

12 MR. MORROW: That Commission then can spend
13 whatever money they want to spend?

14 MR. TILT: Yes. Their estimates are submitted
15 to the Minister of Economics and Development.

16 MR. COWLING: In the same way, though, as the
17 Conservation Authority with the Lands and Forests, you can
18 withhold the grant if you feel there is a frill going on
19 down here?

20 MR. TILT: Yes.

21 MR. COWLING: You would withhold the grant in
22 the same way?

23 MR. MORROW: That is not a grant. I was getting
24 at the appropriation for the fiscal year for that Commission.
25 The Commission itself will decide this year, say, we will
26 appropriate -- we need one million six to carry on our
27 work this year, and I wondered if they would come to the
28 Board and the Board would say: "We won't give you one
29 million six", but apparently they have nothing to do
30 with that.





1 MR. TILT: It was done for two years, but we
2 found under the Act we did not have authority to do that.

3 MR. MORROW: Each Department runs its own
4 show and you are simply responsible for the integration
5 of the whole picture.

6 MR. EVANS: You have nothing to say as to the
7 planning or development of parks?

8 THE CHAIRMAN: Section 7 says this: "It is the
9 function of the Board, and it has power to establish in-
10 tegrated policies of management and development of pro-
11 vincial parks, parks under the Conservation Authorities
12 Act, parks under the Parks Assistance Act, parks under the
13 Niagara Parks Act, and parks under the Ontario-St.
14 Lawrence Development Commission Act." That is your
15 power all set out there in Section 7?

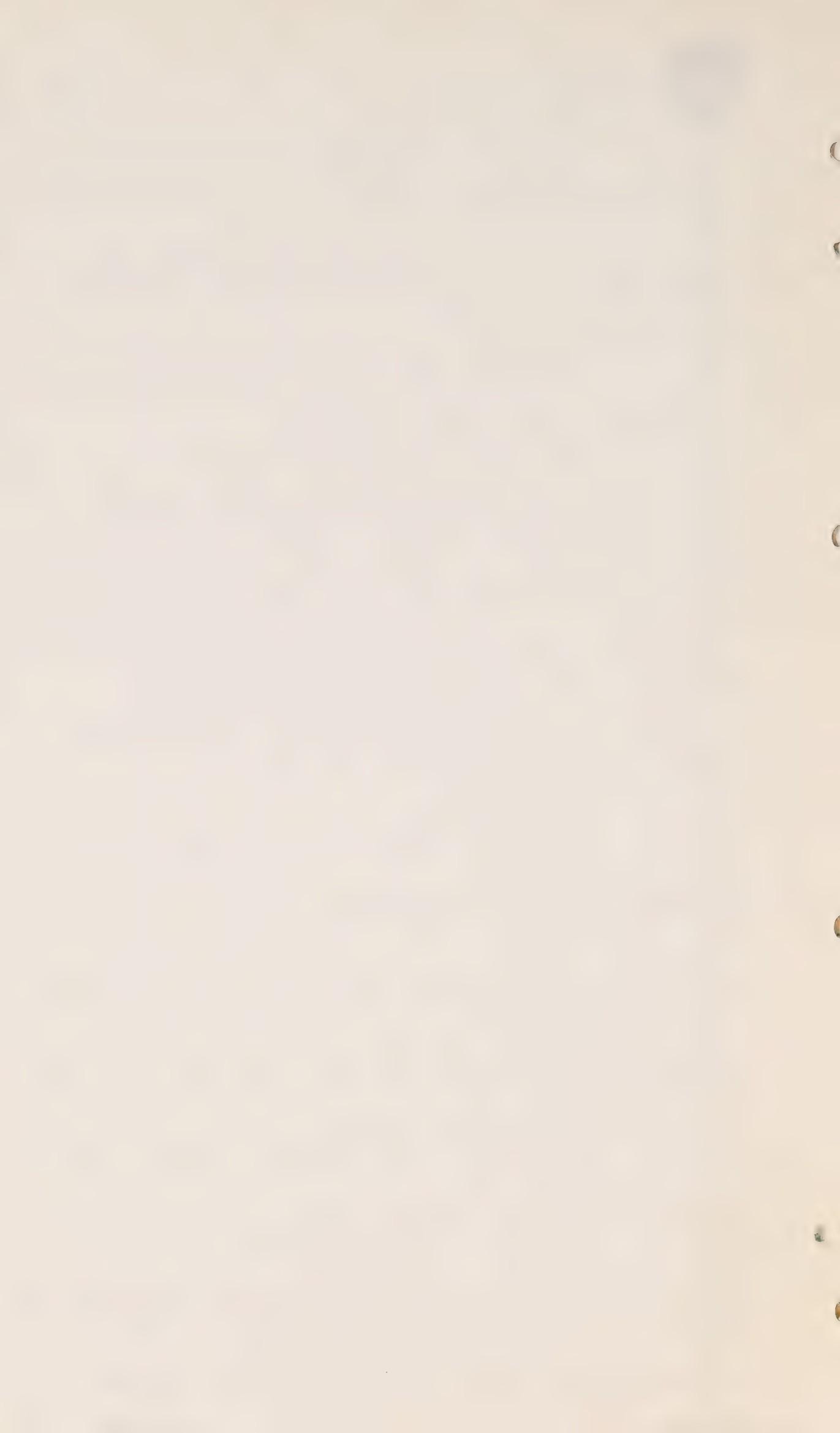
16 MR. TILT: Yes.

17 MR. THOMAS: Is there any occasion when you
18 consult with the federal authorities?

19 MR. TILT: Yes, we have on several occasions
20 consulted with the federal authorities. One case perhaps
21 is the Stoney Creek Memorial where we took over -- the
22 Niagara Parks Commission took over Stoney Creek as a park
23 under the Niagara Parks Commission.

24 MR. THOMAS: What financial contribution did
25 the federal authorities make to that?

26 MR. TILT: I am not certain of the exact
27 contribution. They provided the land that the memorial was
28 established on, and put the memorial tower in first-class
29 condition and contributed a certain amount -- I cannot
30 name the sum -- towards the restoration of landscaping.





1 It had reached a rather low state of repair and the tower
2 was unsafe, and the landscaping was badly overgrown and
3 aged shrubs and trees.

4 THE CHAIRMAN: Are they not having some
5 celebration there this month? What is that for?

6 MR. TILT: The 150th Anniversary. It is one of
7 the anniversaries anyway.

8 MR. McNEIL: The Battle of Stoney Creek.

9 MR. GORDON: 1812.

10 THE CHAIRMAN: That is 150 years.

11 MR. EVANS: Did you just recommend that it would
12 be a park?

13 MR. TILT: We recommended and approved it would
14 be a provincial park, and the general development of the
15 area has been approved by the Board. When I say "general
16 development", we have not done anything with the details.
17 That is left to the Department of Lands and Forests to
18 administer.

19 MR. EVANS: You mentioned you always have these
20 meetings in Toronto. How would you know too much about,
21 say, Wasaga Beach, if you never were there to actually
22 see it?

23 MR. TILT: In the particular case of Wasaga
24 Beach, the Board has made three trips to the area on
25 different occasions to view the circumstances, and they
26 do periodically visit the different areas where there is
27 some controversy or question.

28 MR. EVANS: Did you ever run into a situation
29 like we have at Wasaga Beach where it has a built-up
30 area, a business area, to be taken into consideration?





1 MR. TILT: Yes. There was the Long Point area
2 and the Presquile Provincial Park where under the previous
3 administration it had been leased as cottage sites, and
4 there were so many cottage sites there that it was going
5 to be a massive problem to remove them.

6 Consequently the area was turned over to the
7 municipality, to the townships involved, and it passed
8 out of the provincial hands.

9 MR. COWLING: Isn't that a provincial park?

10 MR. TILT: A portion of it was taken out
11 completely. The built-up cottage area was turned back
12 to the municipality. The municipality is now collecting
13 taxes.

14 MR. COWLING: Has the Board been properly
15 attended?

16 MR. TILT: Yes, we have an average of three to
17 four members per meeting of the six, and usually there are
18 about five of them there.

19 MR. THOMAS: Do you think that all parks and
20 recreation areas should be under the jurisdiction of one
21 Department?

22 MR. TILT: If I answered that question, it would
23 be a personal answer.

24 MR. THOMAS: That is all right.

25 THE CHAIRMAN: You do not need to answer it.

26 MR. TILT: It would not be the feeling of the
27 Board.

28 MR. THOMAS: No, I understand.

29 MR. TILT: Looking at it from the inside, I
30 would say it has advantages, and it also has considerable



1 disadvantages.

2 MR. THOMAS: Some of the members of our
3 Committee think there is a need for co-ordination.

4 MR. TILT: I think that is why the Board was
5 set up, to co-ordinate the efforts, and I think it has
6 been effective; perhaps not 100 per cent, but a goodly
7 per cent.

8 MR. EVANS: It seems to me in answer to my
9 question there that probably the Department of Lands and
10 Forests are the ones that design these parks, and then
11 your Board just approves them?

12 MR. TILT: That is right. The Board does
13 nothing with the detail planning unless it is adding
14 something new that has not been added, and then the Board
15 must assess whether this is likely to spread to the other
16 organizations involved.

17 MR. MORROW: What advantages would you say
18 it would have if it was all under one director or one
19 branch? Conversely, you might say what disadvantages
20 would it have.

21 MR. TILT: Well, perhaps the greatest advantage
22 it would have would be that I would be out of a job and
23 in that there would be no need for the Integration Board
24 if it was under one Department.

25 MR. COWLING: That really is not an advantage.

26 MR. MORROW: I am not thinking of the Integration
27 Board. I am thinking of all the facets of recreation
28 and parks that are in so many different departments.

29 MR. TILT: I think one disadvantage to it --
30 now, this may not be a complete disadvantage either -- is



1 that there would be an immediate necessity to hire
2 considerably more people. At the present time in the
3 Department of Lands and Forests, for instance, you have
4 the Conservation Authorities, and in the provincial
5 parks ---

6 MR. MORROW: They are really the best equipped,
7 are they not?

8 MR. TILT: Yes. At the present time they are
9 using staff that are used in other forestry matters and
10 biological works and vice versa. If this was not the case
11 it would be necessary for the Department administering
12 to hire extra staff to look after the parks only.

13 MR. MORROW: I think we should explore that
14 a little further.

15 THE CHAIRMAN: Some of the members feel that
16 perhaps the better department would be the Department of
17 Municipal Affairs; that all parks come under that Depart-
18 ment.

19 MR. MORROW: They are not equipped like the
20 Department of Lands and Forests are for administering.

21 MR. TILT: That would be one of the main things,
22 that they would have to hire a completely new staff.

23 MR. SINGER: You have all sorts of people
24 spread out through the civil service and each little group
25 of these different departments do something about parks.
26 Could they not be gathered together?

27 MR. TILT: They do other things besides parks.
28 For instance, a scaler, who is busy in the winter scaling
29 timber for the Timber Branch, has a very slack time during
30 the summer when he can be switched to parks work.



1 MR. SINGER: Well, if he has something to do
2 with parks, should he not make up his mind whether he will
3 be a parks man or a scaler?

4 MR. McNEIL: What will he do in the winter?

5 MR. SINGER: Lining up plans, getting supplies
6 in.

7 THE CHAIRMAN: What about the Niagara Parks
8 Commission and the St. Lawrence? They must have quite a
9 large staff.

10 MR. TILT: They have a large staff. A con-
11 siderable number are employed by the Commission during
12 the winter.

13 MR. COWLING: Our friends said they would
14 take a look at the frills, for example. If the Grand
15 River Conservation Authority were putting in a recreational
16 area, would you see it did not have too many frills?
17 How do you get a look at it?

18 MR. TILT: When the application for a grant
19 comes in, it is specified for the Board what the moneys
20 are to be used for; not to the minor details, but generally.
21 If the Board found, for example, that the Grand Valley
22 Commission were putting in a tennis court, I doubt very
23 much whether the Board would approve a grant for that
24 development.

25 MR. COWLING: Does your Board then have a sort
26 of general look at all of these plans? Conservation and
27 parks of every description, you take a look at them?

28 MR. TILT: Not in detail, but in the broad
29 sense.

30 MR. SINGER: What frills have you ever turned



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1 down?

2 MR. COWLING: None he said.

3 MR. TILT: I cannot name one.

4 MR. SINGER: Do you have any parks engineers
5 to give you reports on parks for the Board?

6 MR. TILT: Yes, we have the planning staff of
7 the Department and Lands and Forests from whom I obtain
8 information for my reports to the Board. We have the
9 engineering staff at Niagara and one at St. Lawrence,
10 and the Conservation Authorities Branch of the Lands and
11 Forests have their own staff that looks after the planning.
12 They are all inspected in the field, and the plans are
13 submitted, and detailed inspection by the different
14 branches involved before they come to the Board.

15 MR. SINGER: Yes, but the Conservation Branch
16 will be reporting on the Conservation Parks. They
17 would be reporting on their name projects?

18 MR. TILT: Yes.

19 MR. SINGER: And the Lands and Forests would
20 be reporting on their own projects, and it would stand to
21 reason they would say their own projects are just fine.
22 You do not have the Lands and Forests looking at the
23 Conservation Authorities, you do not send somebody else
24 in to look at somebody else's park?

25 MR. TILT: No. That may happen on occasion.
26 I know the field men of the Lands and Forests, Parks
27 Branch, quite often co-operate with the people under the
28 Conservation Authority on planning projects and consultant
29 matters. These are ironed out before I make a report
30 to the Board for approval.



1 THE CHAIRMAN: The Metropolitan Parks Authority,
2 does that come under the Parks Assistance Act?

3 MR. TILT: No.

4 MR. COWLING: That is municipal again?

5 MR. TILT: Yes.

6 MR. GORDON: Are you acquainted with the Mohawk
7 Park?

8 MR. TILT: I know the location of it, but I
9 cannot say I have ever been in it.

10 MR. EVANS: Are you familiar with the Wasaga
11 Beach Park?

12 MR. TILT: Yes.

13 MR. EVANS: Do you think that beach should be
14 made wider than it presently is, with the beach area
15 raised by the sand that is there?

16 MR. TILT: This is a personal observation,
17 but I think a considerable study of geological formation
18 there would be necessary before that project was entered
19 into.

20 MR. EVANS: That is why I mentioned planning.
21 I do not believe there has been too much planning in that
22 park up there. I do not think this has been taken into
23 consideration at all. I think there has been very poor
24 planning in that area.

25 MR. TILT: It has been taken into consideration.
26 We have had estimates on the cost of extending the beach.
27 In cases where you are dealing with a large body of water
28 such as this is, we could pump sand in out of the bay
29 without too much difficulty, but the first heavy storm
30 from the south-west might move it all out again.



1 MR. SINGER: You couldn't do any pumping unless
2 you built drills or whatever they are called.

3 MR. McNEIL: Groins.

4 MR. TILT: That would in turn spoil the very
5 thing that is attractive about the beach.

6 MR. THOMAS: Would you not have to get the
7 permission of the federal authorities?

8 MR. TILT: Yes.

9 MR. EVANS: It was built up in the first place
10 by the water. It has taken hundreds and hundreds of
11 years to put that beach where it is today. It is not
12 washing out. It is getting bigger all the time, but it
13 could get bigger a lot faster if there was a lot more
14 planning had gone into this, and I think instead of buying
15 up properties, tearing down businesses, and spending a
16 lot of money buying cottage areas, that the beach could
17 be made wider.

18 MR. THOMAS: I suppose the prevailing current
19 there would help in the build-up.

20 MR. TILT: You must realize with that sand,
21 there is continuous movement. The beach is never the
22 same from one year to the next.

23 MR. SINGER: They had an awful job over at
24 Toronto Island for many years because the City was not able
25 to spend enough money. Finally when they got around
26 to spending money, they protected the beach all right,
27 and you have to have planning.

28 MR. COWLING: All along the beaches in the City
29 which we are all familiar with, and they built these
30 groins out there, and up until that time, for example, on



1 the Eastern Beach, the water was right up to the old board-
2 walk. I noticed two weeks ago it is 200 feet out and the
3 groins have disappeared.

4 MR. EVANS: They will cover up.

5 MR. TILT: We have an example of that on
6 Lake Erie where a gentleman there put in groins a con-
7 siderable number of years ago. He built up a fine beach
8 which lasted for about seventeen years. One storm took
9 the whole thing out and cut it farther in than it was
10 before he put the groins. Engineering reports from the
11 East Coast in particular show groins over the long term
12 have not been successful.

13 MR. COWLING: Are you talking about the ocean?

14 MR. TILT: We are dealing with something of
15 similar power to an ocean. You have currents and to a
16 degree you have tides.

17 MR. THOMAS: One fact has been the lowering
18 of the lake level in the last ten years. It has lowered
19 considerably.

20 MR. TILT: You have a considerable fluctuation
21 in the water level in the Great Lakes, and right at the
22 present time there is possibly the low level. In 1952
23 they were high level.

24 MR. THOMAS: Yes, that is right.

25 THE CHAIRMAN: Talking about groins, you
26 remember north of Chicago where they had tried on Lake
27 Huron with all types -- the United States Corps of
28 Engineers experimented in types of groins, and they did
29 not come up with anything that would actually do what
30 they wanted to do. However, along Lake Ontario we have



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1 had fairly good luck in many places.

2 MR. EVANS: On Nancy Island they put one in

3 to stop erosion. Erosion is caused by boats going

4 through pretty fast and the water washing up on shore.

5 Probably you are familiar with that. This is an European

6 method. I understand this is the first time this has

7 ever been used in this country. This is something that

8 could be used, the same type. It is a big basket of

9 wire with rocks in it, and they put it through the ice

10 in the wintertime, and sand goes on the inside of that

11 and sand goes over the top. I can't see any reason

12 why with that it could not be twice as wide as it is.

13 You go back over the years, and there are maps to show and

14 pictures to show that at one time the beach -- the Point

15 was not there at all. This has all been built up. The

16 mouth of the river is not where it used to be one hundred

17 years ago, and yet they say if you put more sand there

18 it will wash away.

19 I understand they have never had expert advice

20 on that. I was told that as recently as last week.

21 MR. TILT: I do not think that is correct. You

22 are getting into a technical discussion.

23 MR. EVANS: I do not want to get you involved

24 in a technical discussion.

25 MR. TILT: We have had one of the top engineers

26 from the United States in 1955, I believe it was, up

27 looking over the area. The Department of Lands and

28 Forests had him come in and look it over, and he said

29 that the extension of the beach could be done but whether

30 it would remain or not would require a considerable amount



1 of study.

2 MR. THOMAS: The big thing about that is in the
3 United States it is all under the Navy.

4 THE CHAIRMAN: The United States Corps of
5 Engineers.

6 MR. THOMAS: Yes, on international waters.

7 MR. GORDON: Are you responsible for the
8 operation of the Parks Assistance Act?

9 MR. TILT: In the same respect as with the
10 Conservation Authority, provincial parks, and the two
11 commissions in that it is an overall policy. One thing
12 which we do consider is the purchase of any new lands
13 for any park. The purchase of new land must be approved
14 by the Board.

15 MR. GORDON: Do you know is there a regulation
16 in the Act that swimming facilities must be provided to
17 get those grants?

18 MR. TILT: No. I am familiar with the regulations,
19 and that is not included in it. The two stipulations are
20 that it must provide facilities similar to those provided
21 in provincial parks; it is obligatory to provide over-
22 night camping and charge admission fees not less than those
23 charged in provincial parks.

24 THE CHAIRMAN: Those are really the three
25 stipulations?

26 MR. TILT: Yes.

27 MR. GORDON: I am interested in this Mohawk
28 Park. There are 65 acres there. It is dying for the
29 want of a development. One of the main things is that
30 there is a lake there, the Mohawk Lake. It is one mile long



1 and three-quarters of a mile wide, and it cannot be used
2 because it is so filthy. The old dam that is there, the
3 locks, no one will attempt to do anything with it because
4 they are rotted and there have to be new ones built, and
5 a grant for that work would make that lake so that it
6 could be used for swimming and recreational purposes, and
7 would make a park that people would go in there by the
8 thousands -- more than they do now at Pinehurst. They do
9 not go to Mohawk because there is no swimming.

10 Now, I come to the matter of charging. They
11 are quite willing to charge people that come and stay
12 overnight, camping, and there are facilities for trailers,
13 electrical outlets; everything is there. The people do
14 come from the States, and we have had many fine letters
15 in the press from these people.

16 How in the name of goodness can you charge a
17 picnic of two thousand that the local union would have?
18 Charge everyone that goes in that park what they charge
19 in a provincial park when they are just coming for the
20 afternoon to picnic there? That is going to kill the
21 park if they have to charge for picnics like the Sunday
22 School picnics.

23 THE CHAIRMAN: How much do they charge?

24 MR. GORDON: What is it, \$3.00 for a car?

25 MR. TILT: \$3.00 for a season's permit.

26 MR. GORDON: For a car?

27 MR. TILT: Or 50 cents if you are just going in
28 once.

29 MR. GORDON: Just going in it is 50 cents?

30 MR. COWLING: For the car loaded.



1 MR. GORDON: A car loaded is \$3.00?

2 MR. COWLING: A car loaded is 50 cents.

3 MR. TILT: The car loaded, 50 cents, if you are
4 entering once. For the season it is \$3.00.

5 MR. GORDON: Fifty cents for each one in the
6 car?

7 MR. COWLING: No, 50 cents a car.

8 MR. GORDON: And 50 cents per person?

9 MR. COWLING: Nothing for the people.

10 MR. GORDON: The car is going in. All right.
11 A man walking in, it is 50 cents for him?

12 MR. TILT: No, under the Provincial Parks Act,
13 a man can walk in without paying anything as long as he
14 walks in.

15 MR. GORDON: That is what we mean. Now, the
16 buses go in from the City with these picnickers. What
17 about that?

18 THE CHAIRMAN: Should they all get off outside
19 and walk in?

20 MR. TILT: In the case of provincial parks,
21 in the case of buses the bus companies usually provide
22 themselves with a season's ticket because they feel they
23 have certain buses for the groups you speak of. There
24 will be several in the summer.

25 MR. COWLING: This is how it applies in all the
26 areas including Conservation: You pay for the vehicle,
27 not for the person.

28 MR. TILT: That is right.

29 MR. COWLING: You can load the car up with ten
30 people and you pay 50 cents, that is all.



1 MR. THOMAS: Does your Board do anything at
2 all to encourage regional conservation authorities in
3 setting up regional authorities?

4 MR. TILT: Under the Conservation Authority,
5 the initiative must be taken by the municipalities involved.
6 Certainly we give them every encouragement we can, but
7 we do not go out to the municipalities and say "Why don't
8 you set up a conservation authority?"

9 MR. THOMAS: It must come from the municipality?

10 MR. TILT: Yes. Local initiative must carry the
11 load.

12 MR. COWLING: Then there are people who co-
13 operate with them and set it up, and it is only after it
14 is set that your Parks Integration Board would come into
15 the picture?

16 MR. TILT: If they are purchasing land -- an
17 example is Bruce Mills Conservation Authority. Before they
18 purchased the land they had approval of the Board to go
19 ahead and set up Bruce Mills Conservation Authority. It
20 is east of Yonge Street about 25 miles from the City.

21 MR. COWLING: Did your Board have any particular
22 interest in Pioneer Village?

23 MR. TILT: Which Pioneer Village is that?

24 MR. COWLING: There is only one Pioneer Village
25 in the Province, is there not?

26 MR. TILT: I do not know.

27 MR. COWLING: There is only one.

28 MR. McNEIL: We are developing one in London.

29 MR. TILT: And in the St. Lawrence?

30 MR. COWLING: No, that is Upper Canada. There



1 is only one Pioneer Village, and that is in the Metro
2 area.

3 MR. TILT: No, there is one down at the Grand
4 Valley.

5 MR. COWLING: Is it called by that name?

6 MR. TILT: Yes.

7 MR. GORDON: That was all in the paper. That
8 is very close to me.

9 MR. COWLING: The one I was talking about is
10 up Jane Street.

11 MR. TILT: There is one at Upper Canada.

12 THE CHAIRMAN: How many are there altogether?

13 MR. TILT: I can't answer that, but there are
14 only three that I know that are receiving any assistance,
15 and we are very careful on the assistance we give these
16 people in that they are not likely to get grants to move
17 buildings in or things like that. The purchase of the
18 land, for the landscaping, and development of lily ponds
19 and things like that.

20 MR. COWLING: You are talking about the 50
21 per cent grants?

22 MR. TILT: Yes, but the pioneer part of it,
23 they wouldn't get a grant on that.

24 THE CHAIRMAN: Nothing on the buildings?

25 MR. TILT: No.

26 MR. COWLING: The Parks Integration Board makes
27 no grants?

28 MR. TILT: No.

29 MR. COWLING: You are simply talking of grants
30 that are already in effect?



1 MR. TILT: We are a referee, and we try to
2 keep things going along parallel rather than in all
3 directions or cross-directions.

4 MR. COWLING: Very good too. There is not
5 enough of that done in all departments I think. With
6 closer liaison we eliminate a lot of overlapping in many
7 areas.

8 MR. GORDON: Where do I get the idea about the
9 \$3.00 for a car?

10 MR. TILT: That is for a season. A year's
11 permit to enter any provincial park any number of times.

12 MR. GORDON: That is for the year?

13 MR. TILT: Yes.

14 MR. GORDON: But a car just going in, it is
15 just 50 cents?

16 MR. TILT: Yes.

17 MR. GORDON: And it could be full?

18 MR. TILT: It could be full or one in it or
19 twenty in it.

20 MR. GORDON: But a person can walk into the
21 park at no cost?

22 MR. TILT: Yes.

23 MR. GORDON: That takes care of the picnickers
24 then. The buses could go up ---

25 MR. COWLING: They don't charge the people.
26 It is for parking really. It is a parking fee.

27 THE CHAIRMAN: I thought you were talking about
28 provincial parks.

29 MR. GORDON: No, this is the Parks Assistance
30 Act. When they assist the park with \$1,000.00, they have



1 to come under the regulations and they have to charge
2 the same as provincial parks.

3 MR. TILT: Not less than.

4 THE CHAIRMAN: They can charge more if they
5 want, but not less than.

6 MR. GORDON: That is one of the regulations
7 that is worrying those who have an interest in this
8 Mohawk Park. I might say it is the Kiwanis Club that
9 has spent many, many thousands of dollars in the last
10 five years in trying to make this park popular. It is
11 65 acres of well-wooded park with a beautiful lake,
12 one mile long and three-quarters of a mile wide, and it
13 cannot be used because it is so filthy dirty.

14 MR. THOMAS: How about the Ontario Water
15 Resources if this is water pollution?

16 MR. GORDON: They are into it in stopping
17 industry from doing it, but it has not got enough flow
18 because of these locks and this dam. They are afraid
19 to open it because if they do it will all go. However,
20 if a grant could be had for fixing it up, for rehabilitating,
21 the success of the park -- the lake would be clean and
22 it could be used for the purposes that it was intended
23 for in the first place. But industry has polluted it.

24 MR. THOMAS: I suppose there is nothing we can
25 do about that. The Minister has said he was more
26 interested in full lunch pails than he was in that
27 kind of thing.

28 MR. EVANS: I think that should come first,
29 the full lunch pails.

30 MR. THOMAS: But I think on the question of



1 pollution we should take a look at that too.

2 MR. COWLING: Polluted lunch pails?

3 THE CHAIRMAN: Do they charge at Wasaga Beach?

4 MR. EVANS: They charge the same as they do in
5 any other provincial park, yes. Cars are charged 50
6 cents or \$3.00 per season.

7 MR. COWLING: Do you find your volume of work
8 is increasing? How long have you been operating now,
9 two or three years?

10 MR. TILT: The Board has been established
11 since 1956. I have been with them since 1958. Perhaps
12 it has quadrupled in that time the business we have to
13 deal with.

14 MR. MORROW: Do you have a parks background
15 may I ask?

16 MR. TILT: Yes. I graduated from McMaster,
17 Conservation and Recreation Planning.

18 MR. MORROW: You worked with the Conservation
19 Authority?

20 MR. TILT: I went to the Research Branch of the
21 Lands and Forests, and transferred to the Parks Branch
22 in 1957, and to this position in 1958.

23 MR. COWLING: Is that a B.A. degree?

24 MR. TILT: Yes.

25 MR. COWLING: In Conservation?

26 MR. TILT: Conservation and Recreation
27 Planning.

28 THE CHAIRMAN: How long is that course?

29 MR. TILT: That has been discontinued.

30 At the time I graduated and for a few years afterwards,



1 there was not any place for us to be employed, so I went
2 to the Research Branch with Lands and Forests.

3 THE CHAIRMAN: Where are these six federal
4 parks that you mentioned?

5 MR. TILT: Point Pelee is one. Georgian Bay
6 Islands. National Park.

7 MR. COWLING: Is Point Pelee federal?

8 MR. TILT: Yes. St. Lawrence Island is a
9 national park, and I am sorry, I cannot think of the
10 others. They are very small ones.

11 MR. COWLING: Has there ever been any thought
12 of the federal people turning their parks over to us for
13 operation and care? Why should they be in here doing the
14 same thing as we are? When you say they are not very
15 big, why don't we integrate them into the provincial
16 parks system.

17 MR. MORROW: I was going to interject that I
18 think they operate the transportation to these islands.
19 They have the wharf and the boat and so on that crosses
20 over to these islands.

21 MR. TILT: Yes, they do.

22 MR. MORROW: I think that is how they are tied
23 into it, because of the transportation to it.

24 MR. COWLING: Don't you think they would be
25 better operated by us, in your own view?

26 MR. TILT: If we wanted to assume the expense
27 of operating them. With the exception of Point Pelee,
28 they are not the type of parks that we are developing at
29 the present time.

30 MR. COWLING: What about Algonquin Park?



1 MR. MORROW: They are tied into it with a lot of
2 money on boats and docks and that sort of thing.

3 MR. EVANS: What do you think about Giant's
4 Tomb, the Government assuming that as a provincial park,
5 or is that a question you would not like to answer?

6 MR. TILT: I can only answer it from a personal
7 standpoint. So far we have not developed any provincial
8 parks on islands where access is only by water.

9 MR. COWLING: On account of the expense?

10 MR. TILT: And inconvenience. A great number of
11 people can't reach them unless they have a boat.

12 MR. THOMAS: I think that is a very good
13 reason too.

14 MR. TILT: I think it is justifiable in at least
15 80 per cent of the cases to keep them off islands.
16 There may be an odd exception. I can't think of any.

17 MR. COWLING: This Beausoleil place, we were up
18 there two or three years. It is a beautiful island.
19 People go to the island in their own boat. When you come
20 to think of the great increase in the number of private
21 small crafts, these islands can be well attended, and
22 usually they are accessible to hundreds of people,
23 thousands of people.

24 MR. EVANS: That is the reason I think about
25 Giant's Tomb. Now they have more boats and they will
26 keep on having more boats, building marinas -- all over
27 Lake Simcoe and Georgian Bay there is a tremendous increase
28 in boating. There has got to be some place for these
29 people to go. Now they are camping right outside some-
30 body's cottage, whereas if you had some place for them to



1 go like Giant's Tomb, which has a beautiful beach on it
2 and there are no buildings to amount to anything on it
3 now, and 1,200 acres -- it is not like you have to buy
4 up cottages or something like that.

5 MR. COWLING: It would be just the spot for
6 people with boats.

7 MR. EVANS: Yes, and right where all the boats
8 pass by.

9 THE CHAIRMAN: What is the history of these
10 federal parks? How did they acquire them?

11 MR. TILT: I cannot answer that question. As
12 far as I know they have been federal lands, perhaps
13 Indian land. I think Beausoleil was part of the Georgian
14 Bay-Christian Island Indian Reserve.

15 MR. MORROW: I think the Federal Government
16 then had to supply transportation to and from the island,
17 and it got into the ferry business and the docks and so
18 on.

19 MR. EVANS: They do that with Christian Island.
20 They have a ferry there and the Government built two new
21 docks, and last year bought them a new boat. It is about
22 two and a half miles across.

23 MR. TILT: I think the Point Pelee National
24 Park was a naval reserve way back, and has remained in
25 federal hands since before the provinces were even set
26 up.

27 MR. MORROW: Has the Federal Government any-
28 thing on Wolfe Island at Kingston?

29 MR. TILT: I don't know.

30 THE CHAIRMAN: Are there any other questions you



1 want to ask Mr. Tilt or is there anything else you would
2 like to tell the Committee, Mr. Tilt?

3 MR. BRUNELLE: I apologize for asking this
4 again, but would you mind repeating who the members of
5 the Ontario Parks Integration Board are?

6 MR. TILT: The Chairman of the Niagara Parks
7 Commission, Mr. Daley, Minister of Lands and Forests, Mr.
8 Roberts, the Provincial Treasurer, Mr. Allen, the Minister
9 of Economics and Development, Mr. MacAuley, the Acting
10 Chairman of the St. Lawrence Development Commission, Mr.
11 Auld, and the Minister of Municipal Affairs, Mr. Spooner.

12 MR. BRUNELLE: Thank you.

13 THE CHAIRMAN: Where do you meet?

14 MR. TILT: Usually in the Cabinet Office
15 Board Room.

16 MR. MORROW: Have you received a delegation
17 as yet from the Ontario Municipal Parks Association?
18 Was that the group that was in to see us?

19 THE CHAIRMAN: Yes.

20 MR. TILT: We have not heard from them.

21 THE CHAIRMAN: They appeared before this
22 Committee a couple of weeks ago.

23 MR. TILT: No, we have not seen them. We have
24 had no correspondence from them.

25 MR. MORROW: They seem to be of the opinion
26 that a lot of this ought to be centered in the Lands and
27 Forests Department seeing that they have the knowhow and
28 the equipment and personnel and so on. They are better
29 equipped really than any other department.

30 MR. TILT: Well, with the exception of the



1 two Commissions, they are all practically under the Lands
2 and Forests Department now -- all in the Lands and Forests,
3 for it just leaves the St. Lawrence Development Commission
4 and the Niagara Parks Commission, and here a personal
5 opinion would be that Lands and Forests are not equipped
6 to handle the two Commissions. They perhaps could absorb
7 their staff and handle it, but I do not think we have
8 the technicians in Lands and Forests to handle the type of
9 development that is at Niagara.

10 MR. MORROW: A bit different type of development?

11 MR. TILT: Yes. When you get into historical
12 restoration and that type of work, it requires a specialist,
13 and unless you have a specialist working on it, you are
14 not going to produce the quality material which we should
15 be producing.

16 MR. TAYLOR: Does your Board exercise its powers
17 by by-laws?

18 MR. TILT: No.

19 MR. TAYLOR: You do not pass by-laws?

20 MR. TILT: No.

21 MR. TAYLOR: There is authority under the Act.

22 MR. TILT: We have not passed by-laws. We
23 approve or otherwise.

24 MR. GORDON: Do I understand your Board passes
25 and approves grants under the Parks Assistance Act?

26 MR. TILT: That is right.

27 MR. GORDON: You approve of these grants?

28 It has to come to your Board?

29 MR. TILT: Yes.

30 THE CHAIRMAN: Are there any other questions?



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1 Well, Mr. Tilt, we are very much obliged and indebted to
2 you for coming over and explaining the setup of your Board.
3 We did not really understand how it was operated or what
4 authority you had.

5 MR. TILT: I hope I have made it clear.

6 THE CHAIRMAN: We very much appreciate it.

7 Thank you.

8 MR. TILT: Thank you very much, gentlemen.

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12 ---OFF THE RECORD DISCUSSION

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SELECT COMMITTEE ON THE MUNICIPAL ACT
AND RELATED ACTS

Meeting held in Committee
Room #4, Parliament Buildings,
Toronto, Ontario, on the 7th
day of June, 1963, at 10:30 a.m.

PRESENT:

MR. HOLLIS E. BECKETT, Q.C., Chairman

MR. J. A. TAYLOR

MR. D. H. MORROW

MR. D. ARTHUR EVANS

MR. R. K. McNEIL

MR. R. BRUNELLE

MR. ALFRED H. COWLING

MR. T. D. THOMAS

MR. G. T. GORDON

MR. V. M. SINGER, Q.C.



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PRESENT:

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MR. HOLLIS E. BECKETT, Q.C. -- Chairman

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MR. J. A. TAYLOR

13

MR. D. H. MORROW

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MR. D. ARTHUR EVANS

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MR. R. K. McNEIL

16

MR. R. BRUNELLE

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MR. ALFRED H. COWLING

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MR. T. D. THOMAS

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MR. G. T. GORDON

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MR. V. M. SINGER, Q.C.

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1 ---UPON RESUMING AT 10:30 A.M.---

2 THE CHAIRMAN: We have with us this morning I
3 think the best informed person around this place, Mr.
4 Thompson of the Metropolitan Parks. He is doing such a
5 wonderful job, and we hope that everything will continue.

6 Mr. Thompson, we would just like you to
7 make a few general remarks about your Department and what
8 you are doing at the present time.

9 Mr. T. W. THOMPSON, Parks Commissioner,
10 Municipality of Metropolitan Toronto:

11 Thank you very much, Mr. Chairman. May
12 I first say that it is a pleasure to be here this morning,
13 and at the outset I would like to say that generally I
14 have observed some of the observations that have been made
15 by some other people, and I don't intend to repeat any of
16 that at all, except to say that in a general way I would
17 agree that there is a lot of bits of legislation that seem
18 as if they might be better consolidated in one place.

19 As far as the Metropolitan Toronto Parks
20 Department is concerned, it operates as a Committee of the
21 Metropolitan council. We don't run into very much of the
22 legislation that you have heard about in other places, and
23 from other people. We have never taken advantage of such
24 legislation as The Community Centres Act, or any of that
25 sort of thing, largely because we are an open space organi-
26 zation that does not develop the specific recreational
27 facilities, but rather develops open spaces for people.

28 I think the legislation that affects us
29 most directly is The Conservation Authorities Act, and I
30 would like for a moment to tell you about our relationship
with the Metropolitan Toronto and Region Conservation

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1 Authority, and the effect that it has had upon the opera-
2 tion of our Department.

3 The Metropolitan Parks Department was formed
4 eight years ago, on the 6th of July, and at that time it
5 had no staff, and no land. I was the first employee. It
6 was decided at that time that our function would be to
7 provide what we call regional parks, and that we would make
8 a real attempt to provide a park facility that was not at
9 present being provided in the Metropolitan area.

10 For two or three years we went along on our
11 own, until the Metropolitan Toronto and Region Conservation
12 Authority was formed, and at that time Metropolitan Toronto
13 had the opportunity of dealing with one conservation
14 authority that concerned itself with all of the valleys
15 that pass through its area, and we came to an agreement
16 with them, because of their rather large and ambitious
17 programme, that it would be wise for us to develop and
18 maintain the lands that they owned within the boundaries
19 of Metropolitan Toronto for municipal and park purposes.
20 As a result of this we gave to the Conservation Authority
21 all of the lands that we had acquired in those first three
22 years at no cost, and they obtained title to them, and as
23 part of the agreement, since then all of the lands that
24 they have bought Metropolitan Toronto has assumed under a
25 lease arrangement to develop and maintain for park purposes.

26 Now, you understand that according to The
27 Conservation Authorities Act we contribute in some instances
28 -- Metropolitan Toronto, in some cases, contributes 50
29 percent of the cost of some of their activities, and under
30 their much more ambitious scheme that involves the Federal

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1 Government, Provincial Government and the municipalities,
2 Metropolitan Toronto contributes I would submit about 21
3 or 22 percent of the cost of these activities, not only
4 the land acquisition, but the development of dams and so
5 on.

6 I must tell you that this arrangement has
7 worked out beautifully. We have had the very best of
8 mutual understanding. Our arrangements have worked out
9 to everybody's benefit. The Conservation Authority does
10 those things in the river valleys that pertain to flooding
11 per se and we do those things that pertain to the develop-
12 ment of the land for parks and recreational purposes, and
13 as far as I am concerned as an administrator of the
14 Department's interest in these sort of things, I can only
15 say that the legislation exists in terms of The Conser-
16 vation Authorities Act, and while conservation authorities
17 may have some small changes they would like, as it affects
18 Metropolitan Toronto as a whole, it has been extremely
19 beneficial legislation, and has resulted in the almost
20 fantastic achievement, I think, of Metropolitan Toronto
21 being able to say that we have gained in eight years five
22 thousand acres of parkland, and by 1971 the possibility
23 of obtaining ten thousand acres of parkland, which brings
24 us much closer to the index which is believed to be
25 realistic in terms of a municipality the size of Metro-
26 politan Toronto.

27 MR. SINGER: Are you relating the figures to
28 local parks as well?

29 MR. THOMPSON: In our figures we would add to
30 that the gross local parks, that is what I call the area



1 municipal park acreage, and I think that when we get our
2 ten thousand, and if the area municipalities do the job
3 that I think they are very aware has to be done, and I
4 think they are doing it in quite a substantial way, then
5 I think we come close to our ten acres per thousand by
6 1970.

7 I would like just to indicate that -- some
8 of your have our folder which indicates our parks -- I
9 would like to indicate to you that there are some areas
10 that are not associated with the Conservation Authority,
11 and I will clarify this.

12 Toronto Island is not an interest of the
13 Conservation Authority. It is specific to Metropolitan
14 Toronto. The Riverdale Zoo is in the same category. We
15 operate two golf courses, which we own. Metropolitan
16 Toronto feels that they have such a substantial invest-
17 ment in them that they should not turn these lands over
18 to the Conservation Authority. We have two garden parks,
19 James and Edwards, which fall into the same category of
20 heavy investment, and therefore we didn't give them away
21 quite so easily. The Scarborough Bluffs, which the
22 Conservation Authority does not find itself able to deal
23 with to some extent because of the reluctance of the
24 Province to enter into an agreement with them with respect
25 to this area.

26 MR. COWLING: I think one of the important parts
27 of the Commissioner's jobs is this piece of land on
28 University Avenue, which many people don't realize comes
29 under the Metropolitan Parks Commissioner, and not the
30 City of Toronto Parks Commissioner. There has always been



1 a great deal of controversy as to what is going on that
2 boulevard. People have suggested cherry trees, and bushes
3 of every description, gardens, restaurants, and so on.
4 Right at this very moment, having driven up the road about
5 ten minutes ago, you are working on it and you have got
6 all kinds of people out there, and I think the Committee
7 and others would like to know exactly what you are going
(2) 8 to do?

9 MR. THOMPSON: Well Mr. Cowling, may I say first
10 of all, to go back to the beginning, two years ago, as a
11 result of overtures from the Board of Trade, Metropolitan
12 Council approved the retention of Dunington-Grubb &
13 Stensson, landscape architects, to do a design for
14 University Avenue, which was approved. The contract was
15 let in October of last year, to a construction company
16 who are now proceeding at a snail's pace, I have to admit
17 with the construction of this, but we have had some very
18 serious meetings in our office about it.

19 MR. COWLING: Could we say, Tommy, that when
20 you are finished it will be a show-place?

21 MR. THOMPSON: Well, it is going to be a very
22 much different avenue than was there before, in the sense
23 that a great deal of what I hope is ornamental pavement
24 and masonry structures will be installed, that will
25 complement the avenue, and these masonry structures will
26 in fact be planting boxes, in which we will do considerable
27 annual planting, and beautification of the avenue.

28 Let me explain why we are elevating our
29 planting areas. The salt problem is a very sensitive one.
30 Those of you who watched us operate before the subway went



1 in will recall that every year we stripped the first eight
2 feet back from the curb. You just couldn't grow things
3 very close to the roadway because of this salt problem.
4 Much of this, however, will be annual planting, and we hope
5 it will be very pretty. It has opportunities for being
6 lit with adequate lighting, and I think it will be a very
7 attractive effort.

8 MR. COWLING: I think, Mr. Chairman, I would like
9 to point this out too as a member of the Metropolitan
10 Conservation Authority. The proof of the pudding is in
11 the fine parks which surround Toronto, and in the Metro-
12 politan area, which are co-operatively worked out, and they
13 are really something to see.

14 MR. SINGER: You have set yourself up, Al, and
15 I can't resist it. When the City of Toronto looked after
16 that University Avenue strip, it was an awful mess. They
17 brought in red maples, which turned out to be green maples.
18 Everything they did turned out wrong.

19 MR. COWLING: We tried.

20 THE CHAIRMAN: I think Metro has done a wonderful
21 job in the parks system.

22 MR. THOMPSON: Well, we wouldn't have done it
23 without the fantastic relationship we have had with the
24 conservation authorities, and through The Conservation
25 Authorities Act, because our buying power just wasn't the
26 same as when we put our buying power with the Conservation
27 Authority's buying power. Furthermore, the Conservation
28 Authority have the ability to acquire land in a way that
29 I don't think Metro can.

30 MR. COWLING: You have certainly hit the nail on



1 the head there.

2 THE CHAIRMAN: Would you tell the Committee how
3 many acres you obtained from the Conservation Authority?

4 MR. THOMPSON: Of the five thousand odd acres
5 we now have, I think about 3600 of it has come via the
6 Conservation Authorities.

7 THE CHAIRMAN: Well over half?

8 MR. THOMPSON: Yes.

9 THE CHAIRMAN: And you hold that title by an
10 arrangement with the Authority?

11 MR. THOMPSON: We don't hold title. We have it
12 on lease arrangements.

13 MR. SINGER: A dollar a year.

14 THE CHAIRMAN: That would be a lease anyway?

15 MR. THOMPSON: They do the river control works
16 and we do all those things that relate to parks.

17 MR. SINGER: You have had good co-operation from
18 the municipalities.

19 MR. THOMPSON: I must say that there is a great
20 part of the land in the valleys that has come to us, and
21 through us to the conservation authorities, and this was
22 land that was obtained for nothing. In fact, as far as
23 Metropolitan Toronto and the Conservation Authorities were
24 concerned, there is no question about it that North York
25 and Scarborough and Etobicoke, who were in the position of
26 having great quantities of this sort of land available,
27 did turn over gratuitously and willingly this land to the
28 Conservation Authority for our development, but I think
29 that it has to be also said that it has worked out to
30 their advantage now, because it is now usable land, and



1 the public gets into it. As a matter of fact, the
2 Wilket Creek, the Gundy Estate, and Edwards Gardens
3 complex, is perhaps well nigh as popular as High Park in
4 terms of actual people per week, in terms of visits. The
5 Edwards Gardens is a very unique park, and Mr. Singer is
6 very familiar with this, but I would like to relate this
7 as a story that could happen in a municipality.

8 We bought Edwards Gardens in 1956---

9 MR. SINGER: No, it was 1957 or 1958.

10 MR. THOMPSON: Yes, we at that time felt that
11 maybe 500 people a day would go through. In a matter of
12 a few weeks it became so popular that people living even
13 a few blocks away couldn't have friends visit them, because
14 there was no parking space. Metro purchased a parking lot
15 to service Edwards Gardens. This is fantastic, but it is
16 what had to happen, because we just couldn't keep people
17 out of the place, and we now have parking facilities for
18 550 cars, which I guarantee you on this Saturday and Sunday
19 will be filled to capacity, and will be overflowing
20 continuously from eleven o'clock in the morning till eight
21 o'clock at night. This goes on every Sunday, and it is
22 included in every bus tour of Toronto and all the rest of
23 it.

24 This has turned out to be a fantastic
25 attraction, and I think another thing that is very
26 interesting here -- North York had division in this matter.
27 When they developed Leslie Street in order to make a
28 connection with Eglinton Avenue, they took it off its
29 original alignment, and left this valley land to us for
30 parks, and zoned the other side as commercial, industrial



1 property, and I would think today that some of the best
2 assessment and some of the finest industrial development
3 that you could point your finger to in this area has taken
4 place there, and furthermore, at the corner of Eglinton
5 and Leslie there is a thing called the Inn on the Park,
6 which would not have been there had it not been for the
7 vision of setting aside that parkland. I think these are
8 assets of the highest order.

9 MR. COWLING: Don't give North York too much
10 credit. Just tone it down a little.

11 MR. THOMPSON: I think we can make the same
12 comparison with Long Branch.

13 MR. COWLING: Yes. Let's go way out to Long
14 Branch.

15 MR. THOMPSON: For a park in Etobicoke we
16 eliminated about 115 homes and on the east side of 42nd
17 Street their, I have not calculated it, but I suggest that
18 there is an assessment there equal to the assessment of
19 all the homes we eliminated, because they were pretty poor
20 homes.

21 This was largely a result of the action
22 of Hurricane Hazel and was before our arrangement with the
23 Conservation Authorities, but nevertheless there is an
24 excellent illustration of how parkland can affect assess-
25 ment in a positive way, and at the same time provide air
26 space for people.

27 Hurricane Hazel, I suppose, was the tool
28 that brought about the co-ordination of the Conservation
29 Authorities. In fact, I have no doubt that we might still
30 be stumbling along with four or five Conservation Authori-

(3)



1 ties today.

2 The Federal Government today, in conjunc-
3 tion with the Province, through what is known as the
4 flood control scheme of the Conservation Authority,
5 contributes $37\frac{1}{2}$ percent, the Province contributes $37\frac{1}{2}$ per-
6 cent, and the municipalities that make up the conservation
7 authority contribute the other 25 percent. Of that 25
8 percent Metropolitan Toronto contributes about 92 percent.

9 The projects that are most dynamic, and
10 that you will see in the immediate future are those
11 projects related first to Woodbridge. If you go there
12 today and look at it in comparison with what it was five
13 years ago, it has completely altered the whole face of
14 that town by channelizing the river, and removing the
15 flood threat, and establishing what I think is a pretty
16 desirable sort of a river channel. The Clareville dam is
17 now under construction, and it is the first dam in a series
18 of water control measures being undertaken.

19 The Humber and the Don Rivers, of course,
20 are the ones that are the great offenders in this regard,
21 and eventually there will be a series of dams to take care
22 of the flood problem. This is the area in which the
23 Federal Government is working. This is a 38 million dollar
24 programme, financed over a period of 20 years.

25 MR. SINGER: This is all in accordance with an
26 agreement, isn't it?

27 MR. THOMPSON: Yes, it is called the flood
28 control scheme and there is a green book that you can get
29 from the Conservation Authority that is a result of an
30 agreement between a Federal, Provincial, Municipal group.



1 MR. SINGER: But within the limits of that green
2 book that is the end of it, because I have had occasion
3 recently to enquire whether or not some specific scheme
4 could be attached, but there are no continuing negotiations.

5 MR. THOMPSON: No, not under that, but there are
6 some schemes that can be under the Conservation Authorities
7 Act on a 50-50 basis.

8 MR. SINGER: But not with Federal participation?

9 MR. THOMPSON: No. In some cases this is
10 purely Metropolitan Toronto, and in some cases spread
11 throughout all the municipalities in the region.

12 THE CHAIRMAN: That is what I was going to say.
13 When you get to Woodbridge you are outside Metro.

14 MR. THOMPSON: That is right, but Metro contri-
15 butes.

16 THE CHAIRMAN: You might explain that.

17 MR. THOMPSON: A township's contribution is
18 probably .02 percent. As I said before, Metropolitan
19 Toronto's contribution is slightly more than 90 percent
20 of the municipal contribution. This is done on a per head
21 assessment, and the greater part of the population, of
22 course, lives in Metropolitan Toronto, but it does not
23 matter what the agreement is. It is under the Conservation
24 Authorities Act, and if it is a flood control scheme, then
25 the municipality, Metropolitan Toronto -- let us say that
26 it is in the lower Humber River, and precisely for them
27 that this is being done, will pay 50 percent. The Province
28 will pay the other half, and it is done through the
29 Conservation Authority. The Conservation Authority really
30 don't have any money of their own. They get it either



1 from the Province or the municipalities.

2 THE CHAIRMAN: And generally for a purpose?

3 MR. THOMPSON: And under a scheme, yes.

4 MR. THOMAS: Do you get much difference of
5 opinion as to how the Municipal Act should be apportioned?

6 MR. THOMPSON: In my experience there has never
7 been sufficient disagreement to hold up the passing of the
8 budget, which seems to suggest that there is not any.

9 MR. THOMAS: You say you act as a Committee of
10 Council?

11 MR. THOMPSON: Yes.

12 MR. THOMAS: And you don't come under the Parks
13 Assistance Act at all?

14 MR. THOMPSON: We have never used the Parks
15 Assistance Act in any way, because there is very little
16 of the Parks Assistance Act that we can make work for us.
17 We would use it if we could, but we can't make it work for
18 us, because as part of our policy we don't provide for
19 camping or this sort of thing. This is an area of activity
20 in which I am vitally interested, but it is very difficult
21 for a municipality the size of Toronto to provide camping
22 without getting into a serious control problem.

23 MR. THOMAS: You don't charge an entrance fee?

24 MR. THOMPSON: We don't charge an entrance fee
25 at any of our parks at any place, except to play golf,
26 where they are paying for a service rather than an entrance
27 fee.

28 We also operate the ferry service for the
29 Island, which is a sort of a typical park function, but
30 this is a thing we operate because other people didn't



1 operate it to our liking.

2 MR. SINGER: What is the approximate budget of
3 the Metro Parks Department?

4 MR. THOMPSON: This year one million nine. I
5 should break that down a little, because it has to be
6 understood that in this one million nine there is 340,000
7 for a ferry operation, which is a typical park operation,
8 and then there is, if you will understand Mr. Singer,
9 special items which we in Metropolitan Toronto, and other
10 large municipalities I assume, use as a technique of
11 building certain things that might be called capital
12 items out of current funds.

13 The annual maintenance cost of the Metro-
14 politan Parks Department probably is around a million
15 and a quarter.

16 THE CHAIRMAN: The operation of restaurants. Is
17 that let by concessions?

18 MR. THOMPSON: Yes. We believe that we can't
19 operate, at least at this point, a successful operation
20 that is related to the Parks Department in terms of food.
21 We think this is a special sort of thing, and we are able
22 to predict our revenue very closely with concessionaires,
23 which is a great help at budget time, and every one of our
24 concessions today is being operated under a concessionaire
25 basis, and this has worked fairly well.

26 MR. THOMAS: Would you get a fair amount from
27 the concessions?

28 MR. THOMPSON: Well, I can tell you only a
29 percentage of gross. All of our contracts are let on a
30 percentage of gross. On the average our return is 17 per-



1 cent. We have one or two concessions that go as high as
2 30, just for a special reason. For instance at the Zoo,
3 where we get 30 percent of gross, and it has to be under-
4 stood that the person who has the concession there is
5 feeding two groups of animals, if you will, homo sapiens,
6 and all the other species that we keep. For this reason
7 there is, say, a turnover of merchandise that is pretty
8 good for animals other than homo sapiens, and on which
9 there is a high level of profit.

10 Now I can tell you that the turn-over there,
11 the admitted turn-over, is about 32,000 gross, so that we
12 get about \$10,000.00 a year out of that, which I think is
13 a very excellent return, and if there are a couple of --
14 well, I had better not say it.

15 THE CHAIRMAN: Who puts up the buildings for
16 these concessions?

(3) 17 MR. THOMPSON: We put up all the buildings, and
18 this we think is very important, because architectural
19 control always ought to be in the hands of the Parks
20 administration and the Metropolitan council, and in every
21 instance where we have sort of listened to people who
22 wanted to do buildings and so on, we found that we weren't
23 getting exactly what we thought we should get. And it is
24 obvious. a man is going to build the sort of a building
25 out of which he can do business in the most economical way.
26 He is going to build the minimum to get the maximum, and
27 this is just good common sense.

28 I might say in connection with our conces-
29 sionaires, and this is awfully important, and sometimes
30 not understood, these people are there to make money, and



1 you have to be very careful in accepting tenders from
2 these people to assure that they make a living out of it,
3 and I think it is a very wrong thing for municipalities to
4 hold out for high percentages. What they really want is
5 service and quality, and then the returns in terms of
6 money should be an important factor, but really the third
7 factor, so that you give good service, high quality, and
8 reasonable prices and for this the municipality gives
9 reasonable rent, and also the man makes a reasonable living.
10 I think this is a sort of a combination of forces which
11 people don't understand.

12 Under our agreements we require these
13 people to stay open from 9 o'clock in the morning to
14 sunset, whether it rains or whatever it does, because we
15 think it is as important to service five people as it is
16 to service five thousand.

17 MR. BRUNELLE: What are the percentages again?

18 MR. THOMPSON: On the average 17. We have no
19 concession which gives us less than 15. We have one at
20 30, and the great bulk are in the area of 17. We have
21 concessions on bicycle and boat rentals, and dealing with
22 non-perishables you get up to 30 percent there, because
23 once the item is paid for it is largely a matter of labour,
24 which is the interest of the concessionaire and profit.
25 But on food concessions 17 is our average and I think that
26 anybody who accepts a tender for over 17 is going to find
27 that they are not going to get quality of service.

28 MR. BRUNELLE: 17 percent of the gross?

29 MR. THOMPSON: Yes, we don't like the net thing,
30 because auditors spend half their life there trying to



1 figure out what the net is.

2 MR. THOMAS: Have you any idea how this compares
3 with the Provincial concessions in Provincial Parks?

4 MR. THOMPSON: I think I know. They work on a
5 percentage of gross basis.

6 MR. SINGER: Where you have swimming areas, the
7 Island for instance, you have not got any in Scarborough,
8 have you?

9 MR. THOMPSON: No, not yet.

10 MR. SINGER: How does the pollution affect the
11 use of these facilities?

12 MR. THOMPSON: Very much. I wouldn't suggest for
13 a moment that the water on the south shore of Toronto
14 Island is as clear as the water in that glass, but in the
15 years that we have been operating at the Island we have
16 never had a beach condemned on the Island.

17 MR. SINGER: How about on the north shore, in
18 the bay?

19 MR. THOMPSON: We have once had that beach
20 condemned, but it has not been condemned in the last three
21 years.

22 MR. SINGER: Has there been a notably improvement
23 in pollution in and around this area?

24 MR. THOMPSON: I would think that there is some.
25 I flew the Toronto waterfront at 500 feet a week ago today,
26 and if you watched the rivers of this area dumping their
27 product into the lake, I don't think you can be very happy
28 about what you see. I think there is a fantastic job to
29 be done. For instance, the Humber River is a whale of a
30 lot better than it used to be, but it is still not good.



1 When we first took over---

2 MR. SINGER: And not very many salmon swimming
3 in it.

4 MR. THOMPSON: No. The area between Dundas and
5 Bloor was very badly ravaged by Hazel, and the authority
6 built weirs there, and we went in and built a park.

7 The first year we were embarrassed because
8 at the foot of these little waterfalls there was foam
9 eight feet high on Monday and Tuesday mornings particu-
10 larly. This was all of these magic products of liquid
11 which you dump a spoonful in and get a lot of suds. With
12 the Humber improvement I could probably take you out there
13 Monday and Tuesday mornings and show you how little there
14 is of this same stuff. It never gets to the point where
15 it builds up -- it used to build up and blow around in
16 great gobs, like this, and get in your lunch. Now that
17 has gone.

18 MR. SINGER: There is still a fair bit of it
19 on the Don, I notice every morning as I go down the Don
20 Valley Parkway.

21 THE CHAIRMAN: If you really want to see some
22 drive up 2nd Street north of Newmarket.

23 MR. THOMPSON: There are terrific plants down
24 in the lower Don that dump dyes and one thing and another.
25 In the Don Valley Parkway there is one of these little
26 weirs, and you might go up there tomorrow and find the
27 river as red as that package. Colouring in itself is not
28 so bad, but it is really what goes with it that is
29 important. The Don is not in good shape. There is a
30 terrific job to be done there. Highland Creek, in the



1 areas of our parks we have not yet had to put up a sign.

2 MR. SINGER: It is very interesting to compare
3 your remarks made now with the remarks made by the head
4 of the water services. He gave quite a different picture,
5 but the picture you gave is the one I have seen.

6 MR. THOMPSON: I have seen algae, or green
7 stuff. I have seen days when six feet out from the shore,
8 and six inches deep, instead of having a pure liquid
9 lapping against the shore, you have got a semi solid,
10 which you can take a rake and pull ashore, and we have
11 on relatively short tonnage removed truckloads of it.
12 Once you get it out of the way you can swim for a couple
13 of days, but then you have to go back and clean it up
14 again, and since we are interested in providing a swimming
15 facility there, and have quite a big investment, we try
16 to do this but this is the magnitude of the algae problem.

17 MR. SINGER: You have no responsibility for the
18 eastern beaches at all?

19 MR. THOMPSON: No, all the lakefront within the
20 City of Toronto is the City of Toronto's responsibility.
21 In fact it has a Metro use, but the City of Toronto is
22 happy to operate it.

23 THE CHAIRMAN: When you start to develop
24 Scarborough Bluffs, I think we get into cleaner water?

25 MR. THOMPSON: Yes. In our air flight it showed
26 up as muddy, but not that green bulk that you can see from
27 the air that indicates an algae condition.

28 We have about 450 acres along Scarborough
29 Bluffs, at various points, and we have recently obtained
30 another 120 acres down at the foot of Markham Road, which



1 was formerly industrial, and the Scarborough municipality
2 sold it to us at a thousand dollars an acre.

(5) 3 THE CHAIRMAN: In the development of the Bluffs
4 there have been so many schemes brought up, maybe to build
5 some kind of a dam, or something out, and then dump
6 garbage in it, and filling it up that way.

7 Is that a feasible thing to do?

8 MR. THOMPSON: Well, I think your Committee
9 should know that there is now a Metropolitan Toronto
10 waterfront committee, with a Metropolitan Toronto advisory
11 committee serving it, who have now employed a consulting
12 engineer to provide the basis on which a master plan for
13 the Metropolitan Toronto planning area waterfront could
14 be developed, and to make recommendations thereon.

15 It certainly has been the thinking of the
16 Works Commission that this is the kind of thing that would
17 make sense, but what we are now asking is consultants to
18 tell us. Any person who has had anything to do with a
19 municipal operation in the Metropolitan Toronto area
20 realizes the fantastic problems of industrial waste disposal;
21 all of the waste products of a great municipality. The
22 Works Commission sees in this lakefront development an
23 opportunity to solve the problem for 50 years. I am using
24 his words, and not mine. He is talking about something
25 that would commence out of Etobicoke Creek, and to a
26 greater or lesser degree go through to the Humber, and
27 then pick up again probably somewhere about the foot of
28 Victoria Park, and go through to the Highland Creek. If
29 you go a thousand feet out into the lake and find a
30 satisfactory barrier between the good water of the lake



1 and what you are doing, so that you could break the water,
2 and if in that area you could dispose of industrial waste
3 for 50 years, it could conceivably be that 50 percent of
4 the cost of this development could be defrayed, and I use
5 50 percent very loosely, but let us say a percentage of
6 the cost of this could be defrayed by reason of the toll
7 you could charge to people who wanted to dispose of waste.

8 MR. SINGER: Not only the toll, but the
9 supplementary saving in not having to run incinerators.

10 MR. THOMPSON: You have to assure yourself that
11 you are going to end up with no pollution if you do it
12 this way, and provided you have the proper seals in all
13 directions you should be able to accomplish it. I think
14 there is also the feature that you get this space, and
15 I am pressing now that in all of this sort of development
16 we provide certain facilities which have been clearly
17 defined as being necessary, such as marinas, sites for
18 private yacht clubs. These are desirable things at a
19 great waterfront, and further to this I would like to see
20 limited, selected and well-designed areas for multiple
21 housing, probably of the high-rise variety, that might
22 even project itself into the areas developed as a basis
23 on which to make it economically sound, because I don't
24 think just because I am in the parks business I can thump
25 my hand on the table and say every square inch of this
26 has to be park. I think there has to be an economic
27 relationship here, and there could be fingers of this that
28 could be delightfully developed to provide an assessment,
29 not to pay the total cost, but in some way to make it
30 more realistic.



1 THE CHAIRMAN: Are there any questions of Mr.
2 Thompson?

3 MR. THOMPSON: I would just like to say that as
4 a Parks Department we are not at all in the recreation
5 business. We feel that to a large extent this has been
6 the success of our operation. We have been very success-
7 ful in our relationships with the 13 municipalities in the
8 Parks Department, and we have had almost no complaints.
9 in fact have unusual political complements because we
10 apparently don't overlap, although people who don't know
11 too much about us seem to think that we might. This has
12 been by reason of the fact that we have constantly abided
13 by our policy that we don't do those things the area
14 municipalities are already doing for themselves, and we
15 don't put up games equipment, or swimming pools. We
16 provide those things that the area municipalities are
17 not already providing, and the thing that we think they
18 are not providing in the greatest quantity, and this is
19 not criticism, and I want to underline that, but there are
20 many reasons why it was not possible as open space, and
21 this is really the job that we are doing.

22 In the area of programming we do provide
23 for the area municipalities to come in to do programme
24 jobs on our areas, such as day-camping, and this year we
25 will have something in the neighbourhood of 30 day camps
26 operating in our parks.

27 So we co-operate with them fully at no
28 charge. I think this is how our operation has turned out
29 to be a very successful one, and a very amiable one, not
30 only between the Conservation Authority and ourselves, but



1 also between the area municipalities and ourselves, and
2 we think this has been one of the great satisfactions in
3 developing this parks system.

4 Otherwise I have two or three little
5 things that I was going to say about grants, but I don't
6 think you will be particularly interested in them.

7 THE CHAIRMAN: We appreciate very much your
8 telling us about the operations of your Department.

9 MR. SINGER: I know that within the Metro
10 area, a 240 square mile area, by reason of this co-ordination
11 that the Metropolitan Act allows there is a very good area
12 park system being developed.

13 Is it reasonable to assume that a
14 similar type of park planning could be done on a regional
15 basis throughout the Province?

16 MR. THOMPSON: I have had two or three calls
17 from Hamilton. They are not as fortunately situated with
18 respect to their by-law to co-ordinate and co-operate with
19 the Conservation Authorities as we are, and I think you
20 have made an awfully good point, because I don't think it
21 should be the result of good fortune that people have the
22 opportunity to develop a regional park system when they
23 get to be a municipality of let us say a quarter of a
24 million or more. I think that perhaps if there is a help
25 to Metro on account of the fact that it happened to have
26 five or six river valleys running through it, then there
27 ought to be a help to those people who just don't have these
28 things, but still under a regional parks system.

29 When I was a boy my father used to tell
30 me that the curse of Toronto was its river valleys, and



1 that Toronto's development would always be held back on
2 account of these river valleys because of the terrifically
3 high cost of bridging them with arterial roads, and I
4 suppose in 1921 this was true. However, I often remember
5 this, because it seems to me that this thing that he looked
6 upon as being such a problem has turned out to be the
7 solution to I think some of it.

8 When you look at Hamilton, and I have
9 inspected the beautiful large areas, and they don't come
10 within the concepts of what the Conservation Authority
11 thinks they ought to be acquiring, it seems to me that there
12 ought to be some possibility for them to do something
13 about it. I don't think that Metropolitan Toronto should
14 be the one single municipality in this area that enjoys
15 this kind of relationship.

16 THE CHAIRMAN: What is the Federal assistance?
17 In the State of New York the Federal Government makes
18 substantial grants to parks.

19 MR. THOMPSON: This is perfectly true
20 gentlemen. They call it Programme 66 where the Federal
21 Government made 66 million dollars available for the
22 provision of open space on the basis that the State would
23 cough up an equal amount. I am not sure whether it was
24 all to be used up by 1966 or not, or what the significance
25 of the 66 is, but it is true that in New York State, and
26 in all of the States, in fact, these funds are available,
27 and the Federal Government does do this, but not from
28 municipal. I don't know how this seeps into municipal.

29 THE CHAIRMAN: But it does on a percentage
30 basis?



1 MR. THOMPSON: On the percentage basis
2 probably it does.

3 THE CHAIRMAN: Well, again Mr. Thompson I
4 want to thank you very much. It is very helpful to the
5 Committee. We will be discussing all types of parks
6 throughout the Province.

7 MR. THOMPSON: Thank you very much, Mr.
8 Chairman, for the opportunity of being here.

9 THE CHAIRMAN: We may be calling on you again
10 Mr. Thompson.

11 MR. THOMPSON: Thank you very much. I will
12 be most happy.

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LEGISLATIVE ASSEMBLY OF ONTARIO
 THE FIFTY-THIRD SITTING OF THE
SELECT COMMITTEE ON THE MUNICIPAL ACT
AND RELATED ACTS

Committee Room No. 3
 Parliament Buildings
 Queen's Park
 Toronto, Ontario

FRIDAY,
 AUGUST 16th, 1963

MORNING SESSION

HOLLIS E. BECKETT, Q.C.

CHAIRMAN

MRS H.G. ROWAN, C.A.

Secretary

J.A. TAYLOR

Solicitor

MEMBERS:

Rene Brunelle
 Alfred Cowling
 Arthur Evans
 George T. Gordon
 Ron K. McNeil
 Donald H. Morrow

APPEARANCE:

W.M. Earl, Registrar, Motor Vehicles
 R.H. Humphries, Senior Solicitor
 F.J. Pillgrem, Deputy Registrar
 G.R. Duncan, Director
 R.D. Cowley, Director, Traffic Engineering
 Miss M. Edmonds, Principal Clerk

PRESENTATION:

DISCUSSION



MOTOR VEHICLES BRANCH - V.M. EARL & ASSOCIATESHOLLIS E. BECKETT, CHAIRMAN

MR BECKETT: Well Gentlemen, we're glad to see you here this morning; Mr Earl would you like to introduce your people to the Members of the Committee-they may know them all. (Mr Earl introduces those present.)

MR EARL: I didnt know what questions you gentlemen might ask this morning, and I certainly dont know all the answers, so I thought we should bring some of the people over who do know all the answers.

MR BECKETT: Thank you, Mr Earl. Would you like to tell us a little about your Department...I mean we made some few notes yesterday....

MR EARL: I presume you mean, Mr Chairman, how the Highway Traffic Act ties in with the Municipal Act or what our responsibility is as far as the municipalities are concerned. (yes) Section 108 of the Highway Traffic Act provides that certain municipal bylaws require approval by the Dept of Transport before they become operative. These bylaws are those that have reference to regulating traffic on the highways, regulating noise, fumes, smoke created by the operation of motor vehicles on the highways; and prohibiting or regulating the operation of motor vehicles of any type or class thereof on the highways. Such bylaws are pursuant to the Highway Traffic Act and the Municipal Act. As you know, Mr Chairman, the Municipal Act authorizes the passage of bylaws, subject to the Highways Traffic Act for regulating traffic and for the prohibition of heavy traffic.

MR MORROW: They are subject to approval- no exceptions? Every bylaw they pass, you have to approve?

MR EARL: If it has any relation to anything pertaining to the regulations of traffic.

MR BECKETT: We might take Section 108, which says if a bylaw were inconsistent to this Act, "is deemed to be repealed." Can you tell us what is meant by that? And then it goes on to say,

that it will "not become operative until approved by the Department." But the first part say "repealed" if they're inconsistent.

MR EARL: In other words, if it's deemed to be inconsistent with the provisions of the Act, it's deemed to be repealed. If there is anything in the bylaw that would be contrary to any provision regulating traffic on the highway, then it would be deemed to be not operative; isn't that right, Mr Humphries?

MR HUMPHRIES: That is right; however it may be operative, as you can appreciate if a court said it is inconsistent. On this basis, if the Dept felt it was inconsistent with the Highway Traffic Act, they could withhold their approval of the bylaw.

MR EARL: That's one of the things that we check; in other words, when the bylaw is received for our approval, before we approve of it, Miss Edmonds checks it in detail to determine whether there is any Section or whether it is inconsistent with any provision of the Act; and if it were, then we send it back to the municipality before we approved of it and suggest that they should delete it or make the necessary changes.

MR HUMPHRIES: You could also say here, if a bylaw was inconsistent, and was approved by the Dept, this would invalidate the bylaw; it would still be an invalid bylaw.

MR BECKETT: Approval doesn't validate something that's invalid.

MR TAYLOR: By inconsistent, do you mean a bylaw which may go further than the authority extended under the Act... that they're trying to do things that the municipality hasn't the authority for- I was wondering if you could give us an example of some inconsistency that may arise in a municipal bylaw under the Act.

MR HUMPHRIES: The area for this to happen is pretty narrow, because most of the bylaws that are passed are provided for specifically under the Highway Traffic Act-their authority is specific. Now that area that isn't covered by the Highway traffic Act is covered by the Municipal Act where it says, that they may enact by-laws respecting traffic- the regulation of traffic. This is the gen-

eral area, and in this area, they might attempt to pass bylaws for parking-prohibiting parking which would be inconsistent with the parking regulations under the Highway Traffic Act. For example they might say a motorist in a municipality could not do something that the Highway Traffic Act said that they could do.

MR TAYLOR: Along that line then, you have a uniform bylaw that you distribute to every municipality, do you not.

MR HUMPHRIES: That is right, Sir.

MR BECKETT: Covering how many matters?

MR EARL: How many model forms do you have Miss Edmond? (23) Some 23 altogether which cover all the subjects on which bylaws are submitted.

MR EVANS: You help municipalities on traffic surveys and such things so that when the time comes to pass the bylaw, everything is pretty well cut and dried.

MR EARL: That's right. If there was a bylaw that came in that we felt some concern about, Mr Cowley would go out and discuss it with the engineer of the local municipality, and if necessary go to Council, isn't that right, Roy?

MR COWLEY: Yes Sir. We will approach a municipality only on receipt of a bylaw to the Dept or upon the direct request of Council. We will not go out to a municipality and make recommendations on techniques of traffic control on the request of a citizen or a citizen group. The municipal council are the ones to take action, therefore they're the ones which institute any inquiry. Now we will give a type of consulting service to the municipality on all factors of traffic operations, parking, traffic signals, stop signs, speed limits, geometric design of streets and this type of thing-it's all available to them if they ask for it.

MR MORROW: Mr Chairman, Mr Earl will remember a year ago or so, there was quite a schmooze when a child was killed in front of a school there, and they had a terrific time trying to get that thing resolved. The parents picketed the front of the school being bound to reduce the speed limit going by that school-it seems nobody had the authority to do anything and I remember, the Minister

had to bring in legislation in order to correct the matter so that they could reduce the speed limit in front of that school.

MR EARL: Yes, I recall it. At that time, while there was authority in cities, towns and villages to lower the speed limit beyond the regular 30 mph, it did not apply to townships; and that was in the township. We amended that in 1962 by giving townships authority to lower the speed limit from 50 to 35 mph. (chitchat)

MR EVANS: Does this apply to highways too?

MR EARL: This will apply to the highway-any highway under the control of the local municipality.

MR HUMPHRIES: But if it is under Highways, then it is a matter for the Dept of Highways. They have an authority on their own by Order-in-Council.

MR MORROW: Take for example these roads in a park now-or take the St Lawrence Development Commission that have parkways and so on; now who sets the speed limits in there? Does the Commission pass a bylaw and you have to approve it or are they on their own and can do whatever they want to on the speed in the parkways.

MR HUMPHRIES: First of all you've got to define what a park is; provincial parks, the speed limit is fixed under the Highway Traffic Act-this is defined under the Provincial Parks Act, I think. Then you have other parks, like the Niagara Parks, St Lawrence Park, which are created by statute; and these statutes authorize the Park Commission to regulate traffic, and they pass regulations under those Acts setting up speed limits in those parks.

MR MORROW: And do they have to get the Dept's approval? (no) And they can reduce the speed to as low as 15 mph? (yes)

MR BECKETT: Then what about prosecution for infractions?

MR HUMPHRIES: They're prosecuted under the ...in accordance with the Summary Convictions Act.

MR MORROW: The Parks police lay the charges?

MR HUMPHRIES: I'm not sure whether the Provincial Police enforce in these parks- I would think they do, but I'm not sure about that. I think the Niagara Parks have some of their own police.

MR EVANS: Well I dont know; I'm thinking of the one at Wasaga Beach-what about the roads within the park itself?

MR HUMPHRIES: Well if it is a provincial park, it is provided for in the Highway Traffic Act.

MR COWLEY: Yes, but I think there is a question of the designation of the road itself whether it is park road or local municipal road-there is this question.

MR BECKETT: Who would do the designating?

MR COWLEY: It would depend on how the boundaries of the park are defined in the establishment of the park. (chit chat re responsibility of accidents on the roads)

MR HUMPHRIES: Well you get roads in areas like this where whether this is a highway is a question of very real doubt. On these northern development roads, where you'll find that roads are privately owned, but yet the general public use them. And you'll find the courts have great difficulty in some of these cases in deciding if the Highway Traffic Act applies; I dont think that you can get any clear cut answer that will apply to all these situations.

MR BRUNELLE: Well what about these roads built by companies and used by many but are still really private roads?

MR HUMPHRIES: Some of those roads would be highways under the Highway Traffic Act depending whether or not under the Highway Improvement Act administered by the Dept of Highways, they were designated as what they call tertiary roads or industrial roads. I couldnt make any guess here at all unless I was able to check the Highway Improvement Act regulations to see if they've been designated. If they werent designated, then I would say they were private roads. (chit chat re different roads)

MR EVANS: There seems to be always a question too about the roads in a subdivision where the subdivider has to bring it up to a certain standard before the municipality takes that road over. Now before the municipality takes that road over, which they do by passing a bylaw approved by the Dept, does that road come under the Highway Traffic Act? Many roads are not taken over by the municipality,

but are roads within the municipality...usually they dont take them over for two or three years or they dont have to take them over until the Council is satisfied that these roads are brought up to a standard.

MR HUMPHRIES: It is getting beyond my experience..I wouldnt hazard a guess. There is some protection under the Municipal Act for municipalities in those cases, is there not?

MR TAYLOR: Yes, there is under the Municipal Act.

MR BECKETT: Under Section 415 of the Municipal Act, is what I was thinking about (roads) "except insofar as they have been stocked according to law, all allowances for roads made by the Crown, all highways laid out or established under the authority of any statute; all roads on which public money has been expended, or on which taxes or labour has been usually performed; all roads passing through Indian lands; all roads dedicated by the owner of the land for public uses; and all alterations and deviations of and all bridges or any such allowance for roads, highway roads, are common or public highways."

MR MORROW: Then as soon as a subdivision is registered then, all roads within the registered subdivision...

MR BECKETT: No, the fact that you register a plan doesnt designate it a highway...and a municipality can lay waterworks and sewers on a highway, and that's not expenditure of money on a highway.

MR MORROW: Supposing you and I were out in a subdivision and all the different subcontractors are working in there, and two of them bang into each other..I just wondered who lays the charge and what.... under what Section?

MR HUMPHRIES: Depending upon what Act you want to apply, what definition you're going to go to; if you're going to use the Municipal Act, you're going to use the definition of the Municipal Act; if you want to apply the provisions of the Highway Traffic Act, then you'll use the Highway Traffic Act definition; I think you'd have to cite a specific case to decide if there is any loophole.

MR TAYLOR: Your highway may be a highway for the purposes of the Highway Traffic Act, so that the provisions of that

act would be applied. The same road may not be a highway for which the municipality was responsible to keep in repair.

MR EARL: So that on that particular highway, for example, this accident occurred and somebody was at fault for not having shared the road and so on, then the police can still lay a charge under the Highway Traffic Act, wouldn't you say, Bob?

MR HUMPHRIES: Oh sure they can lay a charge, but however the defence may succeed by proving that this is not a highway under the Highway Traffic Act-the rules may not apply.

MR BECKETT: Of course that's got nothing to do with a civil action for damages. (no) That can be done on a parking lot or anywhere else. Well then under Section 108 again, municipalities can pass bylaws regulating noise-have you got a standard form for noise?

MR EARL: There's only one noise bylaw in effect at the present time, and that's the one in effect in the Municipality of Metropolitan Toronto which was given approval on a temporary basis of six months only; when was that up Miss Edmond? (September 30th) And then we approved it for another six months.

MR COWLING: Do you know of any convictions under the present bylaw? (no) Have there been any convictions under it?

MR EARL: No, I don't know of any.

MR COWLING: Well it's not much of a bylaw then. It's worked out just fine on the trial basis and the trial hasn't been too successful. (chit chat and jokes)

MR BECKETT: How much of this bylaw is inconsistent with your bylaw...your regulations?

MR HUMPHRIES: The Metro Noise Bylaw? (yes) There's no inconsistency. (chit chat re Metro Noise Bylaw)

MR COWLING: Well then if you had the proper authority to deal with noise under the Act prior to the Metropolitan Bylaw—that's what you just said, Maurice? (right) Did you have any convictions then throughout the province?

MR EARL: Oh yes, I haven't got the figures with me but we had something around 3000 a year, and the experience of

the committee was, in making inquiries in other jurisdictions in Canada and the United States, which has similar legislation as that in our Highway Traffic Act, that they were experiencing no difficulties nor are we in getting convictions and of controlling the situation.

MR HUMPHRIES: This is based on unnecessary noise, and this is not defined.

MR BECKETT: Yes, but municipalities may pass bylaws for regulating only-just regulating. Now when you pass a bylaw to regulate-I have had a good deal experience in drawing bylaws, you must stick to the Act itself-regulating only. And the same with noise and the same with smoke. Now the Metropolitan Bylaw, I say, is contrary to the Act-regulating fumes only. You can regulate-tell them what to do...but you're limited to that.

MR HUMPHRIES: You say you cant prohibit.

MR BECKETT: Well then when it comes to fumes, you have a standard form of bylaw.

MR EARL: No there's never been a bylaw submitted in respect to fumes or smoke.

MR COWLING: Do you think it's working out in Metro?

MR EARL: I havent had any report-just what I read in the press and so on; and I think possibly they've had difficulty in getting the equipmentas set out in their bylaw-I dont know whether it's available. The best information we have is that the equipment specified was not available and we certainly had a number of reservations as to whether the method to be applied was reasonable and fair to the motorist.

MR COWLING: They have had some convictions.

MR EARL: I dont know of any convictions.

MR TAYLOR: I think that was under the Air Pollution Control Act passed by Metro, and here the Highway Traffic Act, as I understand it,only controls smoke and fumes from the operation of motor vehicles on highways (right) (chit chat re smoke)

MR BECKETT: Then you know of no bylaws passed.

MR EARL: No, that's the only one approved on a temporary basis....for noise.

MR BECKETT: We didnt get a copy of that; I wonder if it went beyond the words "regulating noise".

MR EARL: If you havent got a copy, I think we can get a copy for you, cant we, Miss Edmond? (yes) Would you like one, Mr Chairman?

MR BECKETT: Yes, that would be fine, thank you. Now do you have any further notes, Mr Taylor on Section 108.

MR TAYLOR: No. There is provision as far as smoke or air pollution is concerned-it's also covered under the Public Health Act, that is it may be a nuisance. But again, I dont think that there's too much danger of overlapping with the provision of the Highway Traffic Act in connection with dealing with smoke from motor vehicles. I think that the Air Pollution Act, if I'm not mistaken-at least the Air Pollution Control Act- covers the situation very generally; whether or not that may include the smoke or fumes of automobiles on highways-there may be a problem there, I'm not sure... then whether that bylaw would be inconsistent with this Act or whether that bylaw would have to be approved by the Dept, so far as attempting to control or regulate the fumes of motor vehicles on highways... there may be a problem there; that's the only thing I can think of.

MR BECKETT: There might be overlapping there. (yes)

MR HUMPHRIES: Dont you think, Mr Chairman, that interpretation of the Section 108 would not grant any authority beyond the smoke and fumes from motor vehicles on highways. Dont you agree that this could not be construed to give authority to pass bylaws except of a general type.

MR BECKETT: Yes, that's right.

MR TAYLOR: But insofar as a general bylaw would cover this situation, then I suppose that general bylaw would have to go to your department for approval.

MR EARL: In other words, if there was a general bylaw dealing with smoke and fumes and had one particular Section on smoke or fumes emanating from motor vehicles, you're suggesting that that particular Section would have to have our approval?

MR TAYLOR: If it was broad enough to include smoke and fumes from that source.

MR EARL: I would think that's right, Bob. (yes)

MR BECKETT: Would the general bylaw have to be approved by the Dept of Health or the Minister?

MR TAYLOR: No, I think under the Public Health Act, there are specific nuisances enumerated under Section 83, and there it covers smoke or fumes, but it's a question of action for abatement of the nuisance. I dont think there's any problem there; I dont think it refers specifically to motor vehicles- it does refer to smoke from chimneys and industry and so on.

MR BECKETT: All right; do you want to proceed now?

MR EARL: Well we've covered speed limits and we've covered noise; the Highway Traffic also authorizes the passage of by-laws for the purpose of applying its provisions to municipal highways in the following respects, restricting weight and speed of vehicles over bridges; erection of stop signs; designation of through highways prohibiting operation of combinations of vehicles having a total length exceeding 50 feet. Do you want any additional information in respect to any of these or not-can we enlarge on them...

MR BECKETT: Unless the Members of the Committee have any questions- I dont.

MR EARL: We also have information in the use of parking meters; settling parking penalties out of court; gradation of pedestrian ways or malls; closing of highways to vehicular or pedestrian traffic, and any other matters concerning traffic control. Now I have just a brief outline which I think we've already referred to with respect as to what our policy has been...a sort of a history of what's happened over the years...bylaws that have required approval by the Dept since 1923.. we've already covered this. As early as 1924, the need for uniformity was indicated by the fact that the Dept was approached by municipal representatives on the subject of a standard form of bylaw. In 1926, a pamphlet entitled, Standard Clauses for Insertion in Municipal Traffic Bylaws was prepared for distribution. The clauses were taken for the most part from the Uniform Vehicle Code. In 1942, due to the increase in traffic volume and the urgent

nced for uniformity, the Dept drafted some 7 forms of bylaws; subsequently other forms were drafted when the need arose; there are now some 24 model forms available to municipal clerks. The cross walk, now existing in the metropolitan areas of several other municipalities is one of the most important of the new methods of control- the pedestrian cross walk. While the installation of signal light control systems and the erection of yield signs do not require the passage the passage of bylaws, such installations and erections require the approval of the Dept. The following figures indicate the increase in the passage of municipal traffic laws during the past 25 years:- 1942- 160; 1947 - 306; 1952 - 463; 1957 - 646; 1962 - 790 and 1963 up to date, we've had some 661. So that shows the growth of these bylaws over the years. I think that's all, Mr Chairman in regard to bylaws dealing with traffic is concerned.

MR BECKETT: We were checking some of the Sections yesterday starting with the Section on Driving Instructors...do they have to pass exams before they become driving instructors?

MR EARL: Yes, they do; we require them to submit an application, and along with that a medical certificate; we make certain inquiries with respect to their police record, their character, habits and so on; and we do require them to pass an examination- a written examination and an examination on their actual ability to handle a car and their ability to teach other people how to drive.

MR BECKETT: Are there any age limits-minimum, maximum?

MR EARL: Over 21, and I'm not sure about over 70.

MR BECKETT: Then you require them to carry complete coverage in insurance.

MR EARL: No, all we do is license the driving instructor, Mr Chairman; the school is not licensed under the Highway Traffic Act, only the instructor. The school is licensed or not by individual municipality. One of the reasons for that is that the only municipalities where there are driving instruction done is in the larger municipalities-Metropolitan Toronto, Ottawa, and some of the larger cities; and we feel it's adequately controlled by the municipalities at the present time.

MR GORDON: You make an investigation as to the man's character? (yes) You dont just depend on what he says.

MR EARL: That's right; we make an investigation-he has to submit certain names-people he recommends-we go to the police or to any other source at all and we get this information-any source we deem can help us out in respect to what these people have done in the past, and of course we do have his own driving record; and that is one of the things we can check in our own department-to see what his driving record has been in the past.

MR GORDON: In New Jersey, I understand that an applicant for driving instructor has to pass a test with a psychologist.

MR EARL: We dont require that. (chit chat re these tests) MR BECKETT: Well then Mr Earl, we went on to Section 31, garage and storage licences. All garages coming under Section 31 are licensed.

MR EARL: Yes Sir. You have read these Sections of Part 4 over yesterday (yes) I was simply pointing out what the law required and what kind of records they were required to keep and so on; aside from that, the only thing I can tell you at the present time is that in 1962, Class A licence which is the licence to buy and sell motor vehicles, we issued 9,830; up to date this year, there are 10,215-an increase there. Class B licence which is simply a licence to repair motor vehicles-4945 last year, and about 4800 so far this year. Class C licence, which is a licence to wreck vehicles, 957 last year; up to date this year, 971.

MR BECKETT: And that licence is required as well as the municipal licences.

MR EARL: That's correct; because he has a provincial licence doesnt give him the right to operate in any municipality unless he has a municipal licence as required under a local bylaw.

MR TAYLOR: Mr Earl, do you turn many applicants down? Applicants to buy and sell automobiles? (no) It's a relatively easy thing to obtain this then? (yes) You dont screen the applicants?

MR EARL: Not at the present time. I might say,

Mr Chairman, that at the present time we do have an inter-departmental committee studying this Section 4 of the Act, and the regulations thereunder with respect to coming up with some recommendations as to whether these present regulations should be modified, should be made more restrictive, that there should be additional regulations and so on- we hope we will have something before the end of the year.

MR BECKETT: Would they then be able to say what they mean by garage business?

MR EARL: You mean that the present definition for garage should be enlarged or changed?

MR BECKETT: Well just as subsection 1 reads.

MR EARL: There's a definition under Section 1, subsection 8, (reads) "garage means every place or premises where motor vehicles are received for housing, storage or repairs for compensation.

MR BECKETT: That's what you mean by the words "garage business" (right)

MR GORDON: Does Class A include Used Car Dealers? (yes) And so Honest Joe, you have no way of knowing whether he's honest or not (right) And when you see the big sign Honest Joe... many of those dealers are anything but honest.

MR EARL: That's one of the things that the Committee are considering now, Mr Gordon, whether we should go further than we do now and require some further...

MR GORDON: It's long overdue. When a dealer sells a car he should give the buyer a certificate telling him about the condition of that car.

MR EARL: He is required to do that at the present time, Sir.

MR GORDON: What kind is required at the present time?

MR EARL: A certificate stating whether the vehicle is or is not in a safe condition to be operated on the highways; in other words, there is nothing to prevent you or I from buying a car even if it is in an unfit condition, but the dealer, before he sells it must state it's in an unfit condition. The reason for this is

there shouldnt be any reason why either you or I might want to buy a car and fix it up and save ourselves a few hundred bucks by doing the work ourselves-we should be permitted to do that; but before you buy it, you should know whether it is in a safe condition to be operated on the highway or not.

MR GORDON: Yes but what happens? A young chap buys a car for \$75 and uses it on thehighway.. .

MR EARL: But that's an offence to operate it in an unsafe condition.

MR GORDON: But I think rather the buyer should have a certificate stating the condition of that car, signed by a mechanic and with the mechanic's number on it, so the public will be getting value for their money.

MR EARL: All that's required at the present time is that it be signed by the dealer, who has to state whether the rod ends are fit, the tires, licence, service brakes, emergency, steering, rear view mirror, lights and windshield wiper, fit or unfit. and the certificate reads: I hereby certify that the above described vehicle is or is not in a safe condition to be operated on the highways. (chit chat re dealers and cars-used cars)

MR GORDON: Now if you go to insure that car, the condition of that car has to be signed...the insurance company insists that it has to be signed by a mechanic and with his number too; the insurance company demands that but we dont demand it. I think it should be amended and some more teeth put in it. (chit chat on condition of used cars sold)

MR HUMPHRIES: But Mr Gordon what is to prevent a purchaser having the car inspected by his own mechanic; he doesnt....

MR GORDON: No he doesnt; but so many are relying on this certificate. The salesman is out to make a living and...

MR BECKETT: Mr Gordon, that applies to every purchaser.

MR HUMPHRIES: Well supposing the dealer was required to issue a certificate that the vehicle was mechanically fit, then what standard are you going to use to decide whether it's fit or not?

Now take tires, some person may decide it should have $\frac{1}{2}$ " of rubber on the casing and some may think that $\frac{1}{4}$ " is sufficient.

MR GORDON: I'm talking about mechanically fit-something that you can't see-you can see a tire.

MR HUMPHRIES: But isn't this a matter of personal opinion as there's no real standard set now. And wouldn't the standard have to apply to the engine as well-how are you going to decide if it's mechanically fit or not.

MR GORDON: If the mechanic would sign his name and number that he knew that car was mechanically fit-the insurance companies require this, that the car is in fit shape. (chit chat) But I think the people buying these second hand cars should have some protection.

MR EVANS: Mr Chairman, page 11, Section 7, part 2, notice of change of address, we talked about this yesterday, the six days notice.

MR BECKETT: Yes Mr Earl, some of the Members thought it was pretty severe.

MR EARL: Well six days for change of address-don't you agree, Mr Chairman, that it's pretty important that our records be up to date so in the case of a hit-and-run accident and so on, we should have information available for the police-who the proper owner of the vehicle is.

MR BLCKETT: There's no question of the importance-it's just a question of the time.

MR COWLING: Say someone is in the hospital or on a tour to England, he could be penalized when he didn't have an opportunity to take care of it in six days. I realize that it's most important it is to give addresses and how difficult it is to get it; people are just not aware of whom they should notify when they move-never give it a thought. But it's difficult when you start to charge them because he has not done this within the six days. Now I don't know what would be a fair limit-I'm not prepared to say that, but I wonder if six is cutting it just a little too fine. You've probably had many discussions on this anyway.

MR EARL: We have. We've tried to make the public aware of this in 1962 by our calendar card we give out with every driver's license-there were two things, this one that within six days you must notify the Dept of a transfer of ownership-if you buy a new car or sell your car; the second thing was within six day you must notify of any change of address, and we're doing spot announcements all the time. This is particularly important at the present time because as you know, commencing in 1964, we're changing our method of issuing driver's licenses-we'll be doing it by machine procedures; so starting in December of 1963, we will be mailing out an application to every person who has a driver's license. Now if we havent been advised as to any change of address, then he wont be able to get a license until he does get an application. As of September 1st, we are doing some more radio spot announcements on all the radio stations throughout Ontario on the importance of notifying the Dept of any change of address.

MR BECKETT: All right, Mr Cowling? (yes) Getting back to Section 31 dealing with licensed parking stations, parking lots, does this cover all parking lots.

MR EARL: They are required to be licensed.

MR BECKETT: How small a lot- are there any restrictions on it whatever?

MR EARL: I dont think there are any restrictions. This is one of the things we are having a good look at at the present time, and as a result we arent enforcing it very strictly at the present time; isnt that right, Mr Duncan? (yes)

MR BECKETT: Under the Municipal Act, the municipalities have the right to buy lots...this parking business without even a Parking Authority...but where there is a fee charged. Your Act doesnt deal with the definition of a parking station or parking lot?

MR EARL: Yes it does; it's in the regulations. (looks it up) No, Mr Chairman, the one I was thinking of applies to a temporary parking lot being not operated for more than two consecutive weeks. This is something that requires looking at.

MR BECKETT: These municipal parking lots the City of Toronto has are not licensed.

MR EARL: I dont think so, but I'm not sure.

MR HUMPHRIES: I'm not sure that according to the Municipal Act that this license does apply; if it doesn't, I would think they should have a license under this Act.

MR BECKETT: That would be my opinion. You see, prior to the amendment of '62-'63, provided that the municipalities may go into parking provided a fee is charged; the '62-'63 amendment took that part out of the Municipal Act; there's no fee required now. Mr Taylor, after Section 31, we went on-do you have your notes?

MR TAYLOR: We went to 52-53-54, weight load etc. I dont believe we want any clarification on that; and then we went to 59 which is speed, I believe, and 61, speed on bridges; then the next was 65, stop signs.

MR BECKETT: On stop signs, are these all set up in your regulations as to the distances back and so on?

MR EARL: That's right, the size of the sign too.

MR HUMPHRIES: There's been a recent amendment to the sign regulations. In some locations where it was impossible to comply with the regulations, the regulations were amended to make allowances in this area; where it is impossible to comply, they are to erect the sign as nearly as possible to it.

MR BECKETT: The question was asked yesterday about advertising signs...of course I think that's under the Highway Improvement Act. (right) and new regulations have been issued regarding those; this wouldn't come under your Dept. (no) Next Section.

MR TAYLOR: The next is 74-75-76.

MR BECKETT: They're quite self explanatory.

MR TAYLOR: Yes, I think so. I dont think there is any problem in connection with those.

MR BECKETT: We've dealt with 108 and I have down Section 148 subsection 1, penalties for a breach of bylaws...Mr Evans you were asking a question on that...

MR EVANS: Yes, on the disposition of fines in

Section 151-the agreements- I was wondering what agreements do you have with a municipality; what percentage do they receive from fines.

MR EARL: You're referring to a case where there is agreement between the Minister and the municipality where the municipality does the policing of the area. Where such agreement is in effect, the municipality receives the same percentage of the fine as they would have received if it had occurred on a municipal road. Mr Humphries may be able to tell you something more about that.

MR HUMPHRIES: This goes back to the Magistrates' Act wasn't it; anyway the fines are in two categories whether they're provincial or municipal. If there's an agreement they will be municipal. But before the municipality gets its share, the magistrates deduct so much for his operating expenses, and then after this deduction is made, then the remaining amount goes to the municipality. so you can't say it's 69% or 70%; it depends on the original deduction before the remainder is paid to the municipality.

MR EVANS: It's usually about 10%-that seems to be where the trouble is. By the time the magistrate and every has his little finger in the pie, there is not enough left for the municipality.

MR HUMPHRIES: Those deductions all have to be approved by an Inspector of Legal Offices-the magistrate just can't deduct what he likes. It's really an Attorney General's problem.

MR EARL: This Section 151 doesn't really mean exactly what it says, which is "the fines collected for offences under this Act shall be paid over" in the case where there are agreements, it doesn't mean the whole fine, but only the same percentage they would be allowed if the offence had occurred on a municipal road.

MR EVANS: They just get back what's left to them after the costs are deducted. (right) In some municipalities they say, what's the use of this bringing a man into court, because it costs more to bring him in.. .it costs the municipality money, so they say, what's the use of it-you only get back about 10% of what the actual fine is, and this is a problem in a lot of municipalities. (chit chat re cases)
One thing I want to say about this Dept, Mr Chairman, any time I had

a problem, and I used to have quite a bit to do with this department, they were always very good as far as I was concerned coming up to help us with traffic surveys and things like that-they were very very good.

MR TAYLOR: I had one question, Mr Chairman, on the desirability of preserving the distinction between the various classes of municipalities in connection with the Highway Traffic Act. You mentioned today the recent amendment to permit the reducing of the speed limit in front of a school in a township, and I was wondering if it is desirable that a municipality should differentiate or is there any merit in more uniformity in connection with various municipalities whether they be cities or towns or townships.

MR EARL: Well Mr Chairman, there are two or three things that we might wish to make some recommendations-something along the line of this particular matter; but at this time we don't feel that we can make any recommendation-as you know, Sir, we have a new Minister, and any opinions I would express now would have to be personal opinions; but we'd like to leave the door open and at some future date, we might be allowed to come back and make certain recommendations that we have in mind.

MR BECKETT: I think what Mr Taylor has reference to is our recommendations to amendments in the Municipal Act.

MR HUMPHRIES: I think you'll find the distinctions that are made in the Act with respect to municipalities, is based on a different set of positions; if you're reducing a speed limit in a rural area, it would be a different thing than reducing a speed limit say in an urban area. Reduced speeds may have something to do with the volume of traffic in an area. Mr Cowley you may want to say something.

MR COWLEY: Mr Chairman, this whole subject is a thorny one, because by and large, the criteria set down in the Act are only guides, and we have great ranges available to the councils or to the Cabinet in the selection of speeds; and by and large, speed and speed limits is an emotional factor; they affect you as political people; they affect me as a technician. The conditions will

vary, if you have a narrow winding road where the safe operating say, selected by the motorist would be around 25 mph or 30 mph-this is a safe operating speed; but compared to a much higher design of road, as some of our county roads are for example, where speeds set up can be as high as 60 mph, and they are designed for these speeds. But we also have the other conditions where we have improved a road, and perhaps some of the Metropolitan Roads are examples, where essentially the abutting land use is residential, but we have redesigned the road, so that the speed of 35 or 40 mph is reasonable and in most instances, prudent. Now people living on that road dont agree with us but this is what people that are using the road are telling us, and we have sampled these roads by radar. This is a very difficult point for anybody to solve. The technical people will gather information on the basis of what the motorist is doing. This must be balanced off with what the public who live along side the road desire. So to say a speed should be applied to every road, whether rural or urban, is sometimes not in the best interests of the public.

MR TAYLOR: And should that be left with the local municipality, regardless of whether the road in the municipality is a city or a village or a town or a township?

MR COWLEY: I'm not sure that this.....

MR TAYLOR: Subject to the approval of the Dept?

MR COWLEY: I would think that might be quite reasonable....but this is a very thorny one.

MR BECKETT: Well if there are no other questions.. has any body anything they would like to ask or add? Well the Committee appreciates very much you coming over and..we might call on you again.

MR EARL: We enjoyed it very much.

MR BECKETT: Well thanks again.



